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**PENNSYLVANIA PROGRAM
OF
LITERACY AND CITIZENSHIP
EDUCATION**

Bulletin 293

LESTER K. ADE
Superintendent of Public Instruction



**Commonwealth of Pennsylvania
Department of Public Instruction
Harrisburg 1938**

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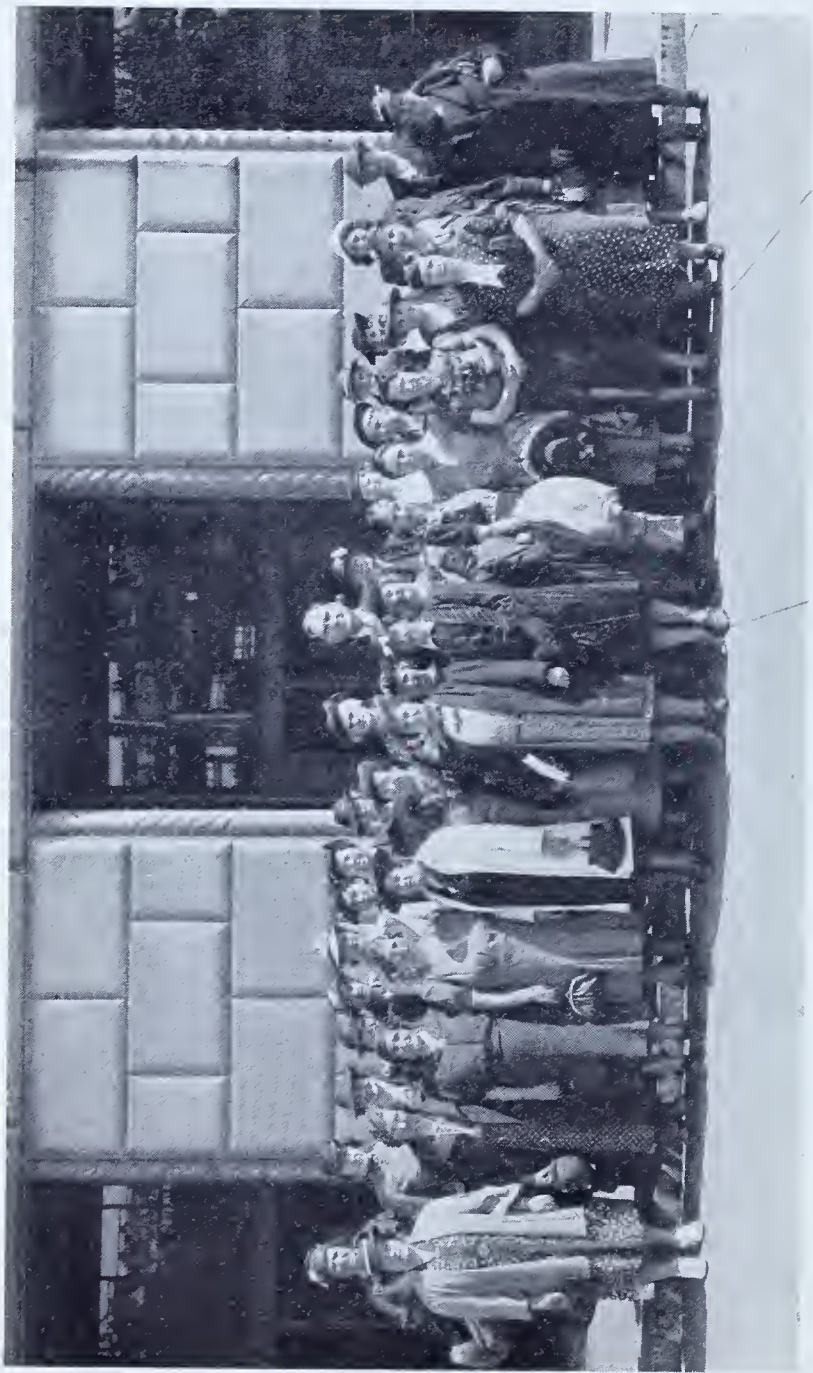
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A Patriotic Pilgrimage to the State Capitol

One of many groups of foreign-born women from Philadelphia public school classes on one of their journeys to Harrisburg to inspect first-hand the halls in which democratic principles and processes are being evolved. Under the direction of their teacher, they visited all State buildings on June 1, 1938, and posed at the main entrance of the Education Building for this picture.

A significant aspect of the Philadelphia program of English and citizenship preparation is the many groups journeys to places of historic, civic, and scenic interest, such as Valley Forge, Niagara Falls, Washington, and Harrisburg.

Within this group of thirty-two mothers are five nationalities—Armenian, Italian, Polish, Russian, and Ukrainian, each interested in the government of the land of their adoption. Their zeal in learning about the processes and workings of a democratic government is evident.

FOREWORD

This bulletin brings together in convenient form for school officials and teachers, facts relating to the Pennsylvania State program of English and citizenship education; suggestions as to methods, devices, and teaching aids; a digest of legislative provisions for English and citizenship classes; practical information as to citizenship by birth, naturalization procedure, and immigration policies; and some needed developments in this program.

The illiteracy, non-English-speaking, and alien problems of Pennsylvania are becoming increasingly important considerations for those who are interested in the progressive improvement of the status of citizenship within this Commonwealth. Mutual understanding and cooperative effort, as the prime characteristics of a democratic social order, are impossible without a common tongue, a functioning literacy, and a common purpose.

This year, for the first time, Pennsylvania is taking its own census of aliens and of those who possess less than a functioning literacy in English. This will place in the hands of every public school official reliable information as to who these persons are and where they live, and should greatly facilitate a more effective, state-wide attack on our problems of reducing illiteracy within the Commonwealth and of effecting a more genuine assimilation of our foreign-born population.

Public education, in the last analysis, is an adjustment service. Lack of ability to speak or to read and write the English language are maladjustments of grave import. Continued indifference to the proper assimilation of nearly half a million aliens within our borders is neglect of serious implications. Inability on the part of any person or group to participate in community life should be a matter of concern for public education charged with the responsibility of social control and social well-being.

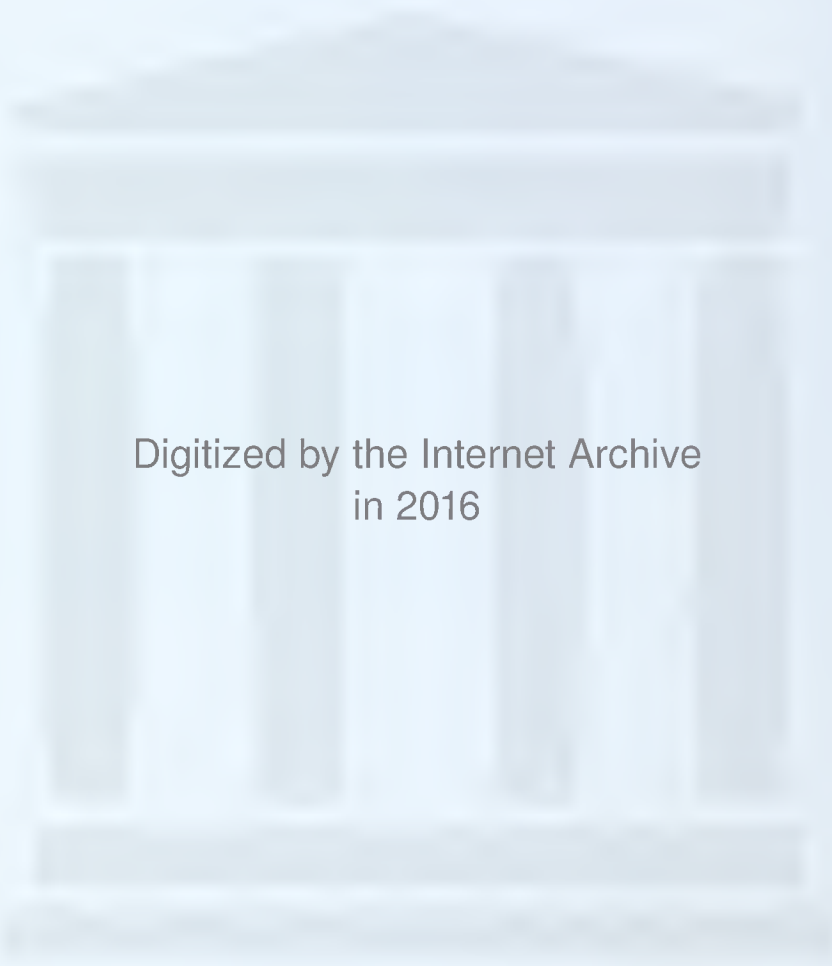
It is hoped that the responsible school officials in cities and counties in which these problems are concentrated will give special attention to this challenge during the years that lie immediately ahead. A proper use of the data which are being secured in the state-wide census of aliens and of all who are illiterate in English, now being conducted, should result in a further appreciable reduction in our illiteracy in English and in a vastly more effective assimilation of our foreign-born population.

This bulletin was prepared by Mr. A. W. Castle, Chief, Extension Education, under the general direction of Dr. Paul L. Cressman, Director, Bureau of Instruction, and was edited by Mr. Eugene P. Bertin, Department Editor.

LESTER K. ADE

Superintendent of Public Instruction

December, 1938



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CONTENTS

	Page
FRONTISPICE	
FOREWORD	1
INTRODUCTION	7
 I. BACKGROUND OF LITERACY AND CITIZENSHIP EDUCATION PROGRAM	9
A. Early Evening Schools Under Private Auspices ..	9
B. Legislative Recognition of Problems of Illiterate and Alien Populations	10
C. Early Public School Programs of English and Citi- zenship Classes for Immigrants and Native Illit- erates	12
D. Trends and Present Status of Illiteracy, Non-Eng- lish-Speaking and Alien Problems	14
1. Trends	14
2. Present Status	15
 II. THE STATE PROGRAM OF ENGLISH AND CITI- ZENSHIP CLASSES FOR IMMIGRANTS AND NATIVE ILLITERATES	20
A. Scope of the State Program	20
1. Immigrant Education	20
2. Evening Elementary Schools for Adult Native-Born Illiterates	21
B. Objectives of English and Citizenship Classes ...	22
C. Organization of Schools and Classes	23
1. Public School Classes	23
2. Home Classes for Foreign-Born Mothers.	24
3. Neighborhood Classes	25
4. Factory Classes	26
D. Classification of Pupils	27
E. Works Progress Administration Adult Education Classes for the Reduction of Illiteracy	28
F. Conclusion	29
 III. METHODS, DEVICES, AND TEACHING AIDS	31
A. Qualifications of the Teacher or Leader	31
B. Problems of the Immigrant and Native-Illiterate Student	31
C. Essentials of Methods of Teaching a Modern Language	32
1. Practical Compromises in Methods of Teaching	33
2. Teaching Writing	33
3. Number Work and Arithmetic	34
4. Group Discussion	34
D. General Suggestions to Teachers as to Procedure and Devices	36

	Page
1. Direct Association	36
2. Interpretation of Vocabulary	36
3. The Suitcase Laboratory	37
4. Enunciation	37
5. The Use of Abstract Terms	38
6. Analyzing Lessons Into Their Elements ..	38
7. Thoroughness	38
8. Conversation	39
9. Interpreting the New in Terms of the Old.	39
10. Frequent Testing of the Achievement of Students	39
11. The Use of Flash Cards	39
12. Industrial Lesson Sheets	40
13. The Use of Newspapers and Periodicals.	40
14. The Use of an English Dictionary	40
15. Preparation in Citizenship	41
16. Naturalization Service	41
17. Immigration Service	42
18. General Procedure	42
19. Social Unity	42
20. Adjustment Counseling	44
21. Conclusion	45

IV. LEGISLATIVE PROVISIONS FOR ENGLISH AND CITIZENSHIP CLASSES	47
A. Early Immigrant Education Legislation	47
B. Specific Immigrant Education Legislation	47
C. Extension Education Legislation for Immigrants and Native Illiterates	48
1. Definition of Extension Education	49
2. Status of Extension Education	49
3. Mandatory and Permissive Legislation ..	49
4. Location and Housing of Extension Educa- tion Activities	50
5. Permission to Exact Deposit Fee	50
6. Certification of Teachers and Leaders...	50
7. Minimum Salary	50
8. Annual Report on Extension Education Activities	50
9. Application for Appropriation	51
10. Reimbursement of School Districts for Maintaining Extension Education	51
11. Payment of Appropriation	51
12. State Enumeration of Illiterates and Aliens	52
D. Summary of Legislative Provisions	53
E. Certification of Teachers and Leaders of Citizen- ship Classes	55
F. Conclusion	56

	Page
V. CITIZENSHIP, NATURALIZATION PROCEDURE, AND IMMIGRATION POLICIES	58
A. Citizenship by Birth	58
1. Persons Born in the United States	58
2. Persons Not Born in the United States.	58
B. Citizenship by Naturalization	62
1. Those Debarred from Citizenship by Naturalization	62
2. The First Requirement in the Naturaliza- tion Process	62
3. The Second Requirement in the Naturali- zation Process	63
4. The Third Requirement in the Naturaliza- tion Process	64
5. The Fourth Requirement in the Naturali- zation Process	65
C. Repatriation	65
D. Citizenship Status of Married Women	66
E. Special Facts	68
F. Old Age Pension	71
G. Naturalization Fees	71
H. Directory of All Courts in Pennsylvania Having Jurisdiction in Naturalization	72
I. National Origin Immigration Quotas	74
VI. SOME NEEDED DEVELOPMENTS	76
A. Teacher Education and Leadership Preparation.	76
B. Immigrant Arrival and Destination Information.	78
C. A Literacy Test for New Voters	79
D. Naturalization Accrediment of Public School Credentials	79
E. Correspondence Instruction in English and Citi- zenship	80
F. A Proper Coordination of Existing Agencies...	81
G. Conclusion	82

Graph of Population Characteristics Trends for Pennsylvania.	13
Table of Population Characteristics for Pennsylvania by Counties	16

PENNSYLVANIA PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION INTRODUCTION

This bulletin presents the Pennsylvania State program of literacy and citizenship education organized for the purpose of reducing illiteracy in English within the Commonwealth, and of effecting a more genuine assimilation of our foreign-born population.

For many years Pennsylvania has contributed its share to the assimilation of our foreign-born population and to the reduction of illiteracy within the United States. Great credit is due the vision and initiative of local public school officials who have provided public school classes in English and in education for citizenship for immigrants and native illiterates during the past four decades.

Since 1925, public school classes in English and citizenship for immigrants and native illiterates have been, by law, an integral part of our State program of free public instruction. Under these provisions (School Laws, Article XLI), such classes have been maintained as free public schools, and in any school district have been eligible for state-aid equivalent, on a percentage-of-the-minimum-salary basis, to that given in support of the day schools of that district.

As an integral part of our State program of free public instruction, all appropriate legislation governing the administration of the day elementary and secondary schools of the Commonwealth became applicable to public school classes in English and citizenship for immigrants and native illiterates. Since 1925, certain specialized educational requirements have been exacted of all of the teachers of such classes, with regular State certification, teachers not possessing such certification being ineligible for appointment. Likewise, under the free text law, all texts and materials for such classes have been provided by the local school district.

Of special significance in the State program of English and citizenship classes for immigrants and native illiterates is the provision that whenever fifteen or more residents (not necessarily citizens), above the age of sixteen years, who are not in attendance at any public or private day school, make written application for English and citizenship classes, such instruction is to be provided by the local board of school directors. Legislation bearing upon the illiteracy, non-English-speaking, and alien problems of Pennsyl-

vania, enacted by the General Assembly of 1937, provides that in 1938 a state-wide enumeration of all aliens, and of all who possess less than a functioning literacy in English, be made in conjunction with the school census. This census is to be taken again in 1940, at least each successive fifth year thereafter, and oftener if the State Superintendent of Public Instruction so directs, or a board of school directors so desires.

The purpose of this bulletin is to present the more significant aspects of our present State program of English and citizenship classes for immigrants and native illiterates; certain suggestions as to methods and procedures for teachers and leaders; the legislative foundation upon which this program is based; detailed information as to naturalization procedure; and certain needs for the future development of the program.

These topics will be given consideration under the following captions in the order given:

- I. Background of Literacy and Citizenship Education Program.
- II. The State Program of English and Citizenship Classes for Immigrants and Native Illiterates.
- III. Methods, Devices, and Teaching Aids.
- IV. Legislative Provisions for English and Citizenship Classes.
- V. Citizenship, Naturalization Procedure, and Immigration Policies.
- VI. Some Needed Developments.

I. BACKGROUND OF LITERACY AND CITIZENSHIP EDUCATION PROGRAM

As a basis for thought in considering the Pennsylvania State program of literacy and citizenship education, it is of interest to note the historical background of the program, the gradual recognition accorded it by legislative enactment, and the trends and present status of the problems of reducing illiteracy within the Commonwealth and of effecting a more genuine assimilation of our foreign-born population.

The social significance of illiteracy has long been recognized by public and private initiative. From the report of the Division of School Extension of the Philadelphia Public Schools for the school year ending August 1, 1930, we learn that records show that private initiative made provision for evening school classes for adults in Philadelphia as early as 1734, two hundred years ago. The importance of the proper education of adults to equip them with an ability to read, write, and keep accounts, was recognized by legislative enactment as early as 1842, nearly one hundred years ago.

It is of interest to note the early development of evening schools under private auspices, in which adults might learn to read and write, and the legislative provisions for public evening school classes for adults.

A. Early Evening Schools Under Private Auspices

The following quotations, taken directly from the report of the Philadelphia Division of School Extension, show both the public interest in and the demand for opportunities to learn to read and write the English language and to master the common branches.

1734. "Over against the Post-Office in Second Street is taught Writing, Arithmetick in whole number and Fractions, Vulgar and Decimal, Merchants Accompts, Algebra, Geometry, Surveying, Gauging, Trigonometry, Plain and Spherical, Navigation in all kinds of Sailing, Astronomy, and all other Parts of the Mathematicks by Theophilus Grew. His Hours are this Winter from 9 to 12 in the Morning; from 2 to 5 in the Afternoon; and (for the Conveniency of those who can not come in the Day time) from 6 to 9 in the Evening."

1753. "On Monday, the ninth of April instant (By permission of Providence) will be opened,

"A School to teach writing in all the hands of use; arithmetic, vulgar and decimal; merchants accounts; psalmody, by a proper and regular method; for the amusement of such young ladies as are pleased to employ the summer evenings in those useful and necessary exercises, from the hour of 5 to 8; carefully taught, in

Third-street, near the New Presbyterian Church, by William Dawson."

1789. "The Society for the Free Instruction of Black People, an organization of Friends, 'in consideration of the disadvantages which many well-disposed Blacks and people of color labor under from not being able to read, write or cast accounts, which would qualify them to act for themselves or provide for their families', opened evening schools for adult colored people."

B. Legislative Recognition of Problems of Illiterate and Alien Populations

The early conviction that literacy and at least a common school education are vital prerequisites to participation in community life within a democratic social order, as shown by the early establishment of private evening schools for adults, was reflected by the passage of the Free School Act in 1834. Eight years later, in 1842, the Free School Act was followed by legislative enactments relating specifically to the elementary education of adults. Sixty-five years later, just thirty-one years ago, the problem of properly assimilating our growing population of foreign-born residents, many of whom could not and even yet cannot speak, much less read and write the English language, received legislative recognition.

Certain legislative enactments during the past ninety-six years, having a direct bearing upon our illiteracy, non-English-speaking, and alien problems, are as follows:

1842. Evening schools were provided for by State law. "That the controllers of public schools of the **first school district**, be and they are hereby authorized and directed to cause such of the public schools in the said district, as they may deem necessary, to be opened at night, during the months of January, February, March, October, November, and December, of each and every year, for the **instruction of male adults.**"—Act of Legislature.

1850. Act 354 providing that "the board of directors of the public schools of the several sections of the first school district of Pennsylvania shall have authority to appoint, under such regulations as the Board of Controllers may direct, such number of visitors of the night schools, not exceeding the number of school directors in each section, as the said boards respectively may deem expedient. The Board of Controllers shall prescribe the duties of said visitors of night schools; shall have power to establish **night schools for females**; to fix the time for reopening and closing all night schools, and to determine the age at which pupils may be admitted therein."

1907. Act 60. "To establish schools for adults, including foreigners, and providing for instruction and employment of teachers for same," and stipulating further that boards of school directors shall provide 'means for instruction of any colony, camp or settlement of adults, * * *.'

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

1919. Act 311. Providing "instruction in citizenship and the principles of government of the United States and of the Commonwealth to foreign-born residents of the State of Pennsylvania, in the several counties thereof, who are not required to attend the public schools of the Commonwealth."

1925. Act 266. Providing "for the equalization of educational opportunity and the encouragement of the study of citizenship by recognition of extension education, for boys and girls who are employed and for adults, as a function of the public schools of this Commonwealth; and to facilitate the proper organization and administration of such extension education; making extension education an integral part of the State public school program; and providing for the mandatory organization of extension classes, the establishment of standard evening high schools, a minimum salary schedule for extension school teachers, and state-aid to school districts for the maintenance of extension schools and classes equivalent to that provided for day schools."



Evening School Assembly of Immigrant Education Group

One of the several immigrant education centers of the Reading Public schools has general assembly of its five immigrant education groups, at the close of which they posed for a picture.

In addition to educating immigrants to speak, read, and write the English language readily, participation in the government of the evening school and in its social planning, are important factors of the immigrant education program. Throughout the Commonwealth, groups such as this get their first experience in and education for self-direction and group self-determination in a democracy.

C. Early Public School Programs of English and Citizenship Classes for Immigrants and Native Illiterates

Following the legislative authorization of public evening elementary schools for adult males and for adult females in 1842 and 1850, respectively, the earliest of such schools of which there is a record were established in Philadelphia in 1850. These schools, however, were primarily to insure literacy in English and a knowledge of the common branches.

The public education of immigrants, while specifically authorized by law in 1907, did not receive general recognition until the advent of the World War in 1914. Nevertheless, many public school officials throughout the United States had recognized the social implications of continued neglect of the great numbers of immigrants then pouring into our country, and had organized so-called classes in "Americanization" to aid these arrivals in learning our language and in understanding the purposes and problems of our Government.

The earliest of public English and citizenship classes for immigrants within the Commonwealth, of which there is a record, are those of McKeesport. Great credit is due the vision and initiative of Dr. Joseph B. Richey, then Superintendent of the McKeesport Public Schools, for the first of such public "Americanization" classes, established in 1902.

The gradual development of evening elementary schools for adults and of English and citizenship classes for immigrants, charged with the responsibility of reducing our illiteracy in English and of effecting a more genuine assimilation of our foreign-born population, is shown by the following:

1850 in Philadelphia—The Board of Controllers of the Philadelphia Public Schools established eight public elementary evening schools for adults to be in session from January to March, three evenings per week. Public school classes in citizenship education were begun in 1918.

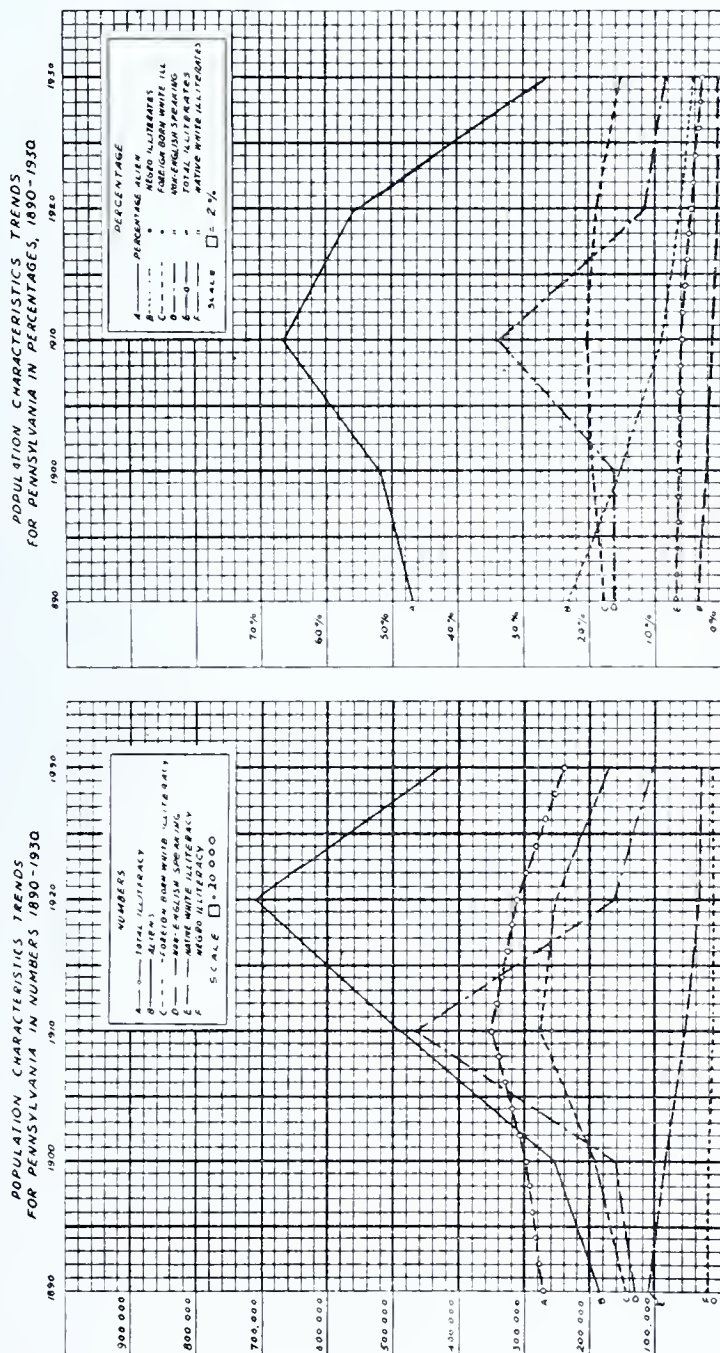
1855 in Pittsburgh—The then Superintendent of Schools, George J. Luckey, organized evening school classes in reading, writing, spelling, and arithmetic, covering a term of sixty-five evenings prior to Christmas of that year. English and citizenship classes for immigrants were begun in 1920.

1878 in Scranton—The then Superintendent of Schools, Joseph Rooney, organized an evening school for adults in which were taught the common branches during two-hour sessions, four nights per week, for an evening school term of twenty weeks. Classes in English and citizenship for immigrants and native illiterates were begun in 1914.

1902 in McKeesport—Dr. Joseph B. Richey, then Superintendent of Schools, organized the first evening school for adults on a weekly schedule of three nights per week during an evening school term of sixteen weeks, of which English and citizenship classes for immigrants and native illiterates were an important part.

GRAPH OF POPULATION CHARACTERISTICS TRENDS FOR PENNSYLVANIA

1890 - 1930



NUMBERS REPRESENT TOTALS FOR THE COMMONWEALTH PERCENTAGES ARE TOTALS OF SPECIFIED GROUPS ALIENS ARE OF AGE-GROUPS TWENTY-ONE YEARS OF AGE AND OVER ILLITERATES AND THOSE UNABLE TO SPEAK ENGLISH ARE OF AGE-GROUPS TEN YEARS OF AGE AND OVER FOR INTERPRETATION OF THIS GRAPH SEE CONCLUSION OF SECTION I

D. Trends and Present Status of Illiteracy, Non-English-Speaking and Alien Problems

The size and importance of the illiteracy, non-English-speaking, and alien problems which confront the Pennsylvania State program of literacy and citizenship education, are disclosed by a consideration of these populations within the Commonwealth. While the only data available as to these groups are those of the Federal census, these sources do reflect the trends and present status of these populations.

1. **TRENDS**—The graph of population characteristics and trends (page 13), from 1890-1930, discloses the following facts:

- a. **Inability to Speak English**—The number of foreign-born residents, ten years of age and over, wholly unable to speak English, rose from 133,926, or sixteen per cent of the total of such population, in 1890, to a peak of 466,825, or thirty-three and six-tenths per cent of the total of such population, in 1910. From 1910 to 1930 this number was reduced to 101,051 wholly unable to speak English, or a reduction in number of more than seventy-eight per cent.
- b. **Alien Population**—The total foreign-born-white population, twenty-one years of age and over, who were not naturalized, rose from 186,048 in 1890 to a peak of 708,743, or nearly three-quarters of a million, in 1920. From 1920 to 1930 the number of aliens in Pennsylvania was reduced to 434,330, or a reduction for the decade of more than thirty-eight per cent, due largely to our State program of English and citizenship classes for immigrants.
- c. **Total Illiteracy**—The total population of Pennsylvania, ten years of age and over who were wholly illiterate, rose from 275,353 in 1890 to a peak of 354,290 in 1910, and then dropped to a total of 312,699 in 1920, and to 240,323 in 1930. The number of this total population who were wholly illiterate dropped from six and eight-tenths per cent in 1890 to four and six-tenths per cent in 1920, and to three and one-tenth per cent in 1930. The greatest reduction in percentage of illiteracy in one decade was from 1920 to 1930, during which period there was more than a thirty-two and six-tenths per cent reduction, due largely to our State program of English and citizenship classes for immigrants and native illiterates.
- d. **Native-White Illiteracy**—Native-white illiteracy has been reduced gradually from 110,737 in 1890 to 36,517 in 1930. It is of significance that from 1920 to 1930 the per cent of the total native-white population, ten years

of age and over who were wholly illiterate, dropped from seven-tenths per cent to six-tenths per cent, or a reduction in per cent wholly illiterate of one-tenth of one per cent.

- e. **Foreign-Born-White Illiteracy**—Of the total foreign-born-white population, ten years of age and over, in 1890, 143,926, or seventeen and eight-tenths per cent, were wholly illiterate. These numbers rose to a peak of 279,668, or twenty and one-tenth per cent, in 1910, and dropped to 187,942, or fifteen and four-tenths per cent, in 1930. It should be observed that these figures do not represent the number wholly illiterate in English, since any foreign-born resident able to read and write in any language whatever, was counted as being literate. The reduction in per cent of foreign-born-white residents wholly illiterate was reduced from eighteen per cent in 1920 to fifteen and four-tenths per cent in 1930, or a reduction in percentage of illiteracy of more than fourteen per cent.
- f. **Negro Illiteracy**—It is significant that of our total Negro population, ten years of age and over, the number wholly illiterate has experienced a steady decline from 20,690 in 1890 to 14,908 in 1930. The per cent of this total Negro population who were wholly illiterate dropped from six and one-tenth per cent in 1920 to four and two-tenths per cent in 1930, or a decrease in percentage of illiteracy for this group of more than thirty-one per cent.

From the foregoing statements of trends in illiteracy, it is obvious that the reduction in our native-white illiteracy has not kept pace with the rather significant progress made in the reduction of foreign-born-white illiteracy, and that it is far behind the reduction made in our Negro illiteracy. Recognizing the difficulties confronting the many worthy members of the Negro population group of Pennsylvania, great credit is due them for their interest and attitude shown by such a remarkable decrease in percentage of illiteracy in the face of large increases in total number, being constantly swollen by heavy immigration from states having a much higher percentage of Negro illiteracy.

2. **PRESENT STATUS**—The table of population characteristics (pages 16-17), shows by counties the present status of our illiteracy, non-English-speaking, and alien problems. While the totals for these population groups are indicated in the foregoing section on Trends, brief consideration should be given to the actual significance of the Federal census figures employed.

While the census figures as to our alien population may be assumed to be reasonably accurate, even they were subject to error hazards of questions asked and not understood, and of questions asked and wrongly answered through fear of compulsory schooling, or of losing jobs, and for similar reasons.

TABLE OF POPULATION CHARACTERISTICS FOR PENNSYLVANIA BY COUNTIES

CITIZENSHIP STATUS, TWENTY-ONE YEARS OF AGE AND OVER—TOTAL FOREIGN-BORN, ILLITERACY, AND NON-ENGLISH-SPEAKING TEN YEARS OF AGE AND OVER—CENSUS 1930

County	Total Population	Total Illiterates	Total Foreign-Born	Total Non-English Speaking	Total Naturalized	Total Not Naturalized	Total First Papers	Total Aliens	Total Unknowns
Adams	37,128	477	157	14	125	32	7	18	7
Allegheny	1,374,410	34,284	216,356	19,479	144,542	71,844	16,425	50,882	4,537
Armstrong	79,298	1,293	6,164	561	3,676	2,488	430	1,884	174
Beaver	149,062	5,638	25,079	2,285	12,434	12,645	1,800	9,975	780
Bedford	37,309	736	384	34	203	181	27	103	51
Berks	231,717	3,809	12,614	1,154	6,165	6,449	1,460	4,001	988
Blair	139,840	2,280	7,075	645	4,586	2,489	1,475	1,522	492
Bradford	49,039	438	1,377	122	897	480	86	360	34
Bucks	96,727	1,882	8,971	803	5,446	3,525	711	2,454	360
Butler	80,480	1,542	5,636	501	3,033	2,603	378	1,827	398
Cambria	203,146	7,356	27,577	2,458	14,515	13,062	2,114	10,736	212
Cameron	5,307	47	342	30	321	21	5	11	5
Carbon	63,380	2,332	7,694	686	3,743	3,951	464	3,054	433
Centre	46,294	786	1,751	151	1,041	690	124	482	84
Chester	126,629	3,474	8,351	761	4,051	4,330	441	3,148	741
Clarion	34,531	408	679	60	509	170	28	95	47
Clearfield	86,727	2,326	7,578	659	5,863	1,715	277	1,928	210
Clinton	32,319	394	1,153	102	860	293	37	182	74
Columbia	48,803	1,086	2,503	220	1,513	990	185	715	90
Crawford	62,980	633	3,533	319	2,235	1,358	207	871	280
Cumberland	68,236	457	540	49	389	151	30	83	38
Dauphin	165,231	2,382	8,173	734	4,972	3,201	519	2,406	276
Delaware	280,264	5,174	29,238	2,650	18,162	11,076	2,639	6,890	1,647
Elk	33,431	470	4,035	359	3,144	891	184	673	34
Erie	173,277	3,273	20,919	1,886	12,306	8,613	1,735	5,908	970
Fayette	198,542	6,994	24,868	2,208	12,648	12,220	1,785	10,294	141
Forest	5,180	45	161	14	190	41	10	29	2
Franklin	65,010	609	420	37	251	169	51	105	13
Fulton	9,231	113	15	1	10	5	2	2	1
Greene	41,767	1,429	3,162	284	2,213	2,213	373	1,741	99
Huntingdon	39,021	601	912	85	476	436	69	352	15
Indiana	75,395	2,204	7,322	656	3,925	2,397	461	2,705	231
Jefferson	52,114	1,235	3,493	306	2,575	918	131	603	184
Juniata	14,325	80	34	3	25	9	1	7	1
Lackawanna	310,397	12,886	54,951	490	37,363	17,588	3,406	12,330	1,852

TABLE OF POPULATION CHARACTERISTICS FOR PENNSYLVANIA BY COUNTIES—Concluded

CITIZENSHIP STATUS, TWENTY-ONE YEARS OF AGE AND OVER—TOTAL FOREIGN-BORN, ILLITERACY, AND NON-ENGLISH-SPEAKING TEN YEARS OF AGE AND OVER—CENSUS 1930—Concluded

County	Total Population	Total Illiterates	Total Foreign- Born	Total Non-English Speaking	Total Naturalized	Total Not Naturalized	Total First Papers	Total Aliens	Total Unknowns
Lancaster	196,882	1,296	4,125	373	2,634	1,491	549	950	192
Lawrence	97,258	3,931	13,267	1,191	7,782	5,485	930	4,115	440
Lebanon	67,103	1,032	2,230	201	1,199	1,031	145	1,026	28
Lehigh	172,893	2,844	15,102	1,363	7,432	6,069	1,850	5,830	470
Luzerne	445,109	19,530	74,636	6,659	51,607	23,029	5,151	16,698	1,180
Lycoming	98,421	707	2,997	267	2,117	880	132	467	281
McKean	55,167	877	4,792	422	3,584	1,208	178	879	151
Mercer	99,246	2,316	11,563	1,042	6,388	5,175	804	4,212	159
Mifflin	40,335	399	629	61	381	248	60	166	22
Monroe	28,286	442	1,298	113	740	528	82	348	98
Montgomery	265,804	5,350	28,449	2,575	14,612	13,837	2,405	9,676	1,756
Montour	14,517	292	563	48	303	260	26	143	91
Northampton	169,304	6,077	22,574	2,035	9,840	12,734	1,646	10,025	1,063
Northumberland	128,504	3,712	10,545	925	8,015	2,530	534	1,481	515
Perry	21,744	213	114	10	84	30	4	17	9
Philadelphia	1,950,961	42,942	349,555	31,555	232,988	116,567	26,712	79,601	10,174
Pike	7,483	89	674	58	510	164	35	124	5
Potter	17,489	227	861	75	602	259	22	169	68
Schuylkill	235,505	9,701	27,684	2,426	17,740	9,944	1,889	7,585	470
Snyder	18,836	195	51	5	30	21	1	11	9
Somerset	80,764	2,956	7,792	701	3,324	4,468	509	3,880	79
Sullivan	7,499	194	518	45	366	152	16	123	13
Susquehanna	33,806	782	2,595	228	1,898	697	169	477	51
Tioga	31,871	272	1,312	113	1,001	311	48	136	127
Union	17,468	253	106	9	73	33	9	10	14
Venango	63,226	2,280	2,813	249	1,915	898	161	650	87
Warren	41,453	646	4,605	407	3,506	1,099	187	795	117
Washington	204,802	7,952	31,575	2,842	17,393	14,182	2,168	10,758	1,256
Wayne	28,420	603	2,441	212	1,682	759	137	584	38
Westmoreland	294,995	11,273	42,301	3,800	24,900	17,401	2,514	12,901	1,896
Wyoming	15,517	259	778	69	588	190	31	154	5
York	167,135	1,385	1,861	166	1,224	637	137	397	103
Total	9,631,350	240,323	1,173,693	101,051	739,363	434,330	85,708	312,254	36,368

In considering the Federal census figures as to illiteracy, however, it should be borne in mind that they represent only a minimal index. Minimum standards have been and are still being used for determining illiteracy. According to the 1930 Census Report itself, "In general, the illiterate population, as shown by the census, may be assumed to comprise only those persons who have no schooling whatever."

From studies which have been made, it is clear that the Army test figure of twenty-five and three-tenths per cent, taken in 1916, and employing a standard equivalent, on an average, to approximately five years of schooling, did represent a true index of the functional illiteracy of our total population. Comparing the Army test illiteracy figure of twenty-five and three-tenths per cent with the 1920 Federal census illiteracy figure of six per cent, indicates that we must multiply the Federal census illiteracy figure by four and two-tenths to arrive at our total functional illiteracy in English.

While the Federal program of literacy and naturalization education and the State program of literacy and citizenship education have probably appreciably reduced our illiteracy, non-English-speaking, and alien problems since 1930, one seems safe in making the following assertions as to illiteracy and inability to speak English as of 1930.

- a. The Federal census figure of 101,051 wholly unable to speak English probably should be greatly increased to include the number of our foreign-born-white population who are unable to carry on a simple conversation in English.
- b. The Federal census figure of 240,323 illiterates does not represent the total number of residents in Pennsylvania who are wholly illiterate in English, since the number of foreign-born residents who are literate in their native tongues but are unable to speak English was 38,460, which figure must be added to the total illiteracy for the Commonwealth, making the census figure for those wholly unable to read and write the English language, 278,783.
- c. From the viewpoint of a functioning literacy in English, the census figure of 240,323 must be multiplied by four and two-tenths, making a total of 1,009,377 Pennsylvanians who possess less than a functioning literacy in English.
- d. Likewise, the census figure of 36,517 native-white illiterates who are wholly unable to read and write the English language, should be increased to 153,371.
- e. So also, the census figure for our foreign-born-white illiteracy, of 187,942, should be increased to 789,356.
- f. By the same token, the census figure for our total Negro illiteracy population, of 14,908, should be increased to 62,613.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

The State enumeration of aliens and of all who possess less than a functioning literacy in English, when completed, will give reliable evidence as to the actual status of our illiteracy, non-English-speaking, and alien problems. From the viewpoint of solving these problems, the data which are being thus secured will show who these persons are and where they live, and greatly facilitate a continued and more rapid reduction of our illiteracy in English and of our assimilation of the foreign-born population.



Adult Immigrants Promoted to the Day Secondary School

Pittsburgh's Day School for Aliens has for many years rendered a significant service to immigrants. This school, operating during the day and evening, prepares non-English-speaking immigrants for entrance into the day secondary schools of Pittsburgh or for the Schenley Standard Evening High School.

Within this group are thirty-four members of the graduating class of the Pittsburgh Day School for Aliens, who have found and taken advantage of the educational opportunities afforded by the land of their choice. Within this group are twelve nationalities, none of whom knew any English before coming to America.

II. THE STATE PROGRAM OF ENGLISH AND CITIZENSHIP CLASSES FOR IMMIGRANTS AND NATIVE ILLITERATES

From the viewpoint of social unity, the State program of literacy and citizenship education is of great significance. A growing philosophy of public education within the Commonwealth has recognized the eradication of illiteracy and the proper assimilation of our foreign-born population as an integral part of our State program of free public instruction. The conception of the social responsibility of public education, of which this program is indicative, embraces in its scope the whole wide range of individual handicaps and social incompetence. A program of public education for the correction of these shortcomings must, therefore, be as broad and varied as the individual and social needs of those for whom it is intended.

A. Scope of the State Program

The State program of English and citizenship classes for immigrants and native illiterates is devised to serve these two groups in accordance with their needs. English and citizenship classes for native illiterates are found in the regular program of the evening elementary school for adults. Immigrant education classes include generally the elementary work of evening schools for native illiterates and certain additions indicated in the following outline:

1. IMMIGRANT EDUCATION

- a. Instruction and practice in speaking, reading, and writing the English language.
- b. Intensive preparation in the elements of the common branches.
- c. Instruction in health and sanitation.
- d. Preparation in our form and machinery of government.
- e. Experience in fundamental business practices.
- f. Group discussion of problems of democracy and current political, economic, and social issues.
- g. Group discussion of current events reflecting public problems and opinions (newspapers and periodicals).
- h. Preparation and experience in the use of the public library.
- i. Instruction in American social customs.
- j. Counsel and proctorship in the naturalization process.
- k. Advice and aid in immigration problems.
- l. Group singing of American and native national airs.
- m. Folk dancing and folk festivals.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

- n. Class journeys to local points of interest and to the State and National Capitols.
 - o. Experience in social participation through group socials, entertainments, and social dances.
 - p. General adjustment counseling service.
2. EVENING ELEMENTARY SCHOOLS FOR ADULT NATIVE-BORN ILLITERATES
- a. Instruction and practice in reading and writing the English language.
 - b. Instruction in grammar and composition.
 - c. Instruction in physiology, health education, and sanitation.
 - d. Instruction in history, American government, and problems of democracy.
 - e. Instruction in geography.
 - f. Instruction in the essentials of elementary arithmetic.
 - g. Experience in fundamental business practices.
 - h. Practice in general shop activities.
 - i. Preparation in social customs.
 - j. Preparation and experience in the use of the public library.
 - k. Group discussion of problems of democracy and current political, economic, and social issues.
 - l. Group discussion of current events reflecting public problems and opinions (newspapers and periodicals).
 - m. Class journeys to local points of interest.
 - n. Group singing.
 - o. The provisions of social contacts through group socials, entertainments, and social dances.
 - p. General adjustment counseling service.

In smaller communities where the demand for such evening school classes is not large, both native illiterates and immigrants are often enrolled in the same classes. The difference in the method and procedure used in each of these groups, however, requires that such classes be divided into two sections in order to serve the interests of each most effectively.

In addition to the regular evening elementary school in which instruction in reading and writing, arithmetic, physiology, grammar, composition, history, civil government, geography, woodwork, and general shop are provided for adults generally, we have specialized immigrant education classes meeting as a part of both the evening elementary and the evening secondary school program; neighborhood classes held in libraries, community centers, settlement houses, and lodge halls; factory classes held in manufacturing plants, shops, and stores; and home classes for foreign-born mothers, which consist of small, natural groups of from three or four to eight or ten

foreign-born mothers and their relatives, neighbors, and friends, which meet in the homes of the members of the groups themselves and are taught by full-time, home class teachers employed by the board of public school directors.

B. Objectives of English and Citizenship Classes

The objectives of English and citizenship classes may be stated generally as the preparation of immigrants and native illiterates for an intelligent assumption of civic, social, and economic responsibilities. Preparing for such responsibilities, if successful, must include continued emphasis upon group discussion as a means of processing the attitudes of the persons concerned, and of developing in them habits of group thinking and cooperative effort. Specifically, these objectives are as follows:

1. The development within the Commonwealth of a common tongue (English), which will make possible a better mutual understanding, a more common purpose, and greater unity of effort, at the same time tending to increase safety, defeat exploitation, and to unify and stabilize the varying groups and communities of the State in a common purpose.
2. The eradication of illiteracy in English, as essential to personal safety, to an understanding of current social and economic problems, to vocational efficiency, to social participation, to self-adjustment to changing conditions, and to self-improvement by means of further reading and study,—tending to establish among different groups and interests a greater mutual understanding and confidence, a stronger resistance to radical propaganda, and a more intelligent cooperative effort.
3. Preparing in citizenship which will acquaint both immigrants and native illiterates with our purpose and form of government, with current social and economic problems, and with our democratic means of correcting inequities, injustices, and abuses,—tending to establish in each individual a spirit of loyalty and devotion to American ideals and enlisting his interest and support in the preservation of our tried institutions and the refining of our social and economic order in the interest of human betterment.
4. The naturalization of our foreign-born residents as the culmination of an adequate preparation in citizenship to secure their contributions of thought and experience, to crystallize their interest in and loyalty to their adopted land, and to win their conscientious support for legislative sanction of desired changes.
5. The provision of practical assistance to the newcomer in the adjustment problems which confront him and the members of his family in adapting the language, customs, and order of

life to the routine practices of a strange land, helping him in his immigration problems, advising him as to sources of reliable legal and professional aid, counseling him against unprincipled exploitation, and serving as friend and adviser in routine and emergency needs.

6. A practical preparation of the immigrant and the native illiterate in the tools of learning, in health and sanitation, in social customs, in fundamental business practices, and in home and community responsibilities, in the interest of personal well-being and social competency.
7. Introducing the immigrant and the native illiterate to local machinery of government, acquainting them with public agencies and public service, directing their attention to the duties as well as the rights of citizenship, and initiating for them social and public contacts in the interest of aggressive personal participation in the life of their communities.
8. The general freeing of the souls of under-privileged men and women from the bondage of illiteracy and ignorance, broadening and enriching their cultural appreciations, inculcating an attitude of tolerance and open-mindedness, stimulating their pride and aspiration for better things for themselves and their families, giving to them a greater confidence and contentment, shielding them and theirs from abject poverty and deprivation, strengthening the bonds of family relationships and parental control, and fostering through them greater social unity and a growing spiritual vitality in our race.

C. Organization of Schools and Classes

For the greater part, existing types of English and citizenship schools and classes, and their organization, represent a response to individual and group needs.

1. **PUBLIC SCHOOL CLASSES**—Public school classes in English and citizenship consist, for the greater part, of evening classes enrolling both men and women and held in conjunction with evening elementary or evening secondary schools. In some communities, special evening schools have been provided, separated from the evening elementary and secondary programs, in which woodworking classes for the men and sewing classes for the women have been added to the regular English and citizenship classes. Afternoon public school classes for women, where home classes have not been established, are found to be generally more effective for the many mothers who have household duties and younger children requiring their attention during the evening.

Public school classes meet generally either two or three days per week. Experience has shown that less than two sessions per week seems to entail too great a period of time be-

tween classes for a proper retention of what is learned. More than three class periods very often becomes burdensome, not only through conflict with other duties, but through actual attendance and application to classwork. As a general rule, three sessions per week, on Monday, Wednesday, and Friday, are recommended, thus providing an alternate day for rest and preparation of classwork for both teachers and students.

2. **HOME CLASSES FOR FOREIGN-BORN MOTHERS—** Probably the most vital type of immigrant education in the State program of English and citizenship classes is found in the home class for foreign-born mothers. In our efforts to assimilate our foreign-born population, classwork is aided by the daily contacts of the fathers and the children with English-speaking people and the exercise of American customs. The foreign-born mother, however, of the entire family is isolated from these influences and, for the greater part, remains shut off from the contacts which would enable her to participate in the life and activities of her community.

The children of the foreign-born mother, for the greater part attending the public schools, readily learn the language and customs of their new world. Their father and the older daughters and sons find ample opportunities for learning the English language and for absorbing the customs and courteous expressions of their associates through contacts necessary in their daily work.

Of the entire family, the mother alone is handicapped by the restrictions of household duties and racial traditions which often frown upon the freedom enjoyed by her American sisters in making new contacts. When occasionally having the opportunity to acquire some knowledge of the English language and of American customs, her very inability to speak English and lack of knowledge of such customs tend to make her over-sensitive as to these handicaps, making it impossible for her to take advantage of such situations. Even in the daily purchase of provisions, the foreign-born mother, unable to speak English, is unable to ask directions and is restricted in her trading to those who speak her native tongue. Often she finds it necessary to use her children as interpreters for her. Compulsory school attendance fosters the rapid adjustment of the child to his new environment through his public school contacts while his mother is left behind, too often breeding a lack of filial respect and obedience and tending eventually to break the bonds of parental control.

Home classes for foreign-born mothers are developed through a type of social service in which a full-time teacher is employed who devotes herself to making contacts with and friends of the non-English-speaking mothers of a community. After having won the confidence and friendship of certain of

these, small classes are organized, consisting of natural groups of three to ten relatives, neighbors, and friends. The home-class teacher meets such classes in the homes of the members of her class group at an hour and on days of the week best suited to the needs of a majority of the class.

As in other classwork of this nature, not less than two sessions per week should be attempted, and then at a convenient hour of the day and during a class period of about ninety minutes or two hours at the most, avoiding interference with the household and maternal duties of the members of the group.

3. NEIGHBORHOOD CLASSES—Neighborhood classes are typical of the effort made in English and citizenship classwork to conform to the needs and preferences of foreign-born groups. In many instances the convenience of men and women students is served by holding such classes in a nearby lodge hall, settlement house, or library rather than in a public school building farther removed from the homes of the members of a class. Often too, classroom facilities are made available in such centers where heat and janitorial service are already supplied, avoiding such additional expense entailed in the opening of public school buildings in the evening.

For foreign-born women generally, the regular day-school activities make the use of the public school impossible at hours most convenient to them. Late afternoon classes are possible in the public school building, but these generally intrude upon the necessary preparation of the evening meal and other home duties. While the use of school buildings by our newcomers should be encouraged, the natural timidity of many possible enrollees will lead them to withdraw from the class rather than attend a class held in a public school building. So also, while outside contacts and a disregard for racial lines, customs, and associates will aid in a more rapid democratization of the foreign-born resident, in many instances these objectives must be submerged, particularly in beginning work, and the sense of security and consciousness of kind typified by the neighborhood class may be employed not only in organizing classes but in maintaining membership after the beginning of classwork.

The neighborhood class should be made to serve classes for men, classes for women, and mixed groups at any hour preferred by the majority of the group concerned. Such classes lend themselves to elastic programs in which the needs of alternating working shifts and like irregularities can be met by appropriate shifts, from week to week, of the hours of such class sessions.

4. **FACTORY CLASSES**—The factory class represents a co-operative effort between industrial management and public education in assimilating our foreign-born population, in eradicating illiteracy in English, and in increasing the vocational efficiency of employes. Many public-spirited employers invest both time and money in the general education of their employes, as well as in special preparation and in far-reaching personnel and welfare service.

The factory class is generally housed within the plant or shop itself. Public school teachers are provided by the board of school directors, and non-English-speaking persons and native illiterates are taught to use the English language and given preparation in citizenship. The distinctive characteristic of the factory class is the specialized vocabulary of the shop, which is used in teaching English. Such class-rooms are usually equipped with samples of the tools, equipment, and products of the shop, as largely as possible, and in the development of class lessons such vocabulary is employed to facilitate the speaking, reading, and writing of words most closely allied to the day's work of the shop, supplemented by safety education.

In factory classwork experience has shown that best results, in the form of interest and achievement on the part of workmen, are not always attained by a wholly gratuitous offering of such educational opportunities. With the support of shop superintendents, foremen are in a position to enroll in such classes all workmen needing such preparation, but the policy of granting full-time off for classwork on full pay has been largely abandoned.

Generally speaking, greatest success has been found by granting half-time on full pay and requiring the workmen to contribute an equal amount of time to class attendance without pay. For this reason factory classes, for the greater part, are organized to dovetail with alternating shifts, beginning forty-five minutes to an hour prior to the close of the shift period and continuing for an equal length of time beyond the close of the shift period, the members of the class receiving full pay for that half of the class period falling within the shift period and contributing an equal amount of time to classwork immediately following the end of the shift period. In the case of alternating shifts, the flexibility of the factory class and the controlled attendance makes possible a corresponding alternating shift of class sessions so that no disruption of regular classwork is entailed.

With the whole-hearted cooperation of shop superintendents and foremen, no more effective instruction can be attained than that of the factory class. The rigid checking of attendance and the regularity of procedure, supplemented by the immediate application of the vocabulary employed, moti-

vates the interest and efforts of all workmen enrolled in such classes. Like other English and citizenship classes, no fewer than two sessions per week should be employed, and regular daily sessions are found to be more effective than a staggered class-session program.

D. Classification of Pupils

In the organization of groups for classwork, such students should be classified according to their ability to speak, read, and write the English language as largely as possible. Generally, this classification includes three groups, namely, beginners, intermediate, and advanced. Wherever classification of pupils is possible, a resourceful teacher is able to do acceptable work with larger groups, but in all classes enrolling non-English-speaking individuals the number should not exceed eighteen or twenty persons as a maximum because of the time required for individual practice in speaking.

In smaller communities, however, the numbers enrolled will represent all ages and varying grades of achievement, and in toto will not justify the employment of more than one or two teachers. If two teachers can be justified, the group should be classified into beginning and advanced students. If one teacher only is employed, the classwork necessarily becomes a matter of individualized instruction in which the teacher cannot be expected to do creditable work with more than eight or ten pupils as a maximum.

Even in the one-teacher English and citizenship school, it is of advantage to classify the group into beginning and advanced sections. Under such an arrangement, however, the teacher's best work will be done before and after the class session in planning and preparing seat work for one section while the other is receiving instruction and practice in speaking, reading, or writing, or having general discussion.

The organization of the course of study for English and citizenship classes should not impose a complete divorcing of citizenship education from English instruction. After students have attained a degree of facility in speaking, reading, and writing the English language, citizenship preparation should begin as an integral part of their course of instruction, with group discussion of our purposes, our machinery of government, and our social and economic problems serving as excellent material for practice in reading, writing, and speaking the English language.

In addition to citizenship preparation, a review of the fundamental processes of arithmetic, of American tables of weights and measures, fractions, and percentage, together with basic facts in American history, should be insured in the course of study to complete a mastery of the practical vocabulary of the many texts for immigrants and native illiterates now available.



Advanced Class in English and Citizenship for Immigrants

English and citizenship preparation for immigrants and native illiterates is an important part of the splendid evening school program of the Hershey Public Schools. The above group of immigrants, having mastered the rudiments of the English language, are continuing with a more exhaustive study of English construction.

E. Works Progress Administration Adult Education Classes for the Reduction of Illiteracy

During the past five years interest in the reduction of illiteracy has been greatly stimulated by the Federal adult education program maintained by the Works Progress Administration. These classes, supported by public funds, are administered through a State staff of adult education specialists under the Works Progress Administration, with a council on education, recreation, and youth in each county of the Commonwealth.

Of the several fields of adult education service authorized by the Federal Government in this program, specific instructions were given out that the reduction of illiteracy is to be emphasized. Coming at a time when shrinking revenues resulted in the closing of a few local systems of evening classes for immigrants and native illiterates, it has resulted in greatly increased enrolments in this type of work throughout the Commonwealth.

For the month of March, 1938, there was a total of 1,420 literacy and naturalization classes operating, employing a total of 289 teachers and enrolling a total of 15,474 students. It is significant that among the several fields of instruction maintained by the Works Progress Administration, its program of literacy and naturalization education had a greater enrolment than any other single field of instruction, except that of general adult education. This evidence of a widespread demand for classes in English and citizenship is indicative of a need fully recognized by immigrants and native illiterates themselves. Federal English and citizenship classes differ

from those of the regular State program in that no certification of teachers is required, although a thorough-going leadership-preparation program has characterized this work, and in that the salaries of instructors are paid from Federal rather than local school funds and are not eligible for State reimbursement.

Federal authorization, however, prohibits the organization of their literacy and naturalization education classes as a substitute for the English and citizenship classes of the regular State program wherever such classes are being maintained. Great credit is due the Federal program of literacy and naturalization education for a splendid piece of work during the past five years. The larger staff of State and county supervisors has made it possible to carry their program into scores of communities which otherwise would not have been reached with such educational opportunities by the regular State program of English and citizenship classes, largely dependent, as it is, upon the volunteer efforts of local public school officials.

F. Conclusion

In the State program of English and citizenship classes for immigrants and native illiterates, more than sixty cities and boroughs have cooperated during recent years, with a maximum pupil-course enrolment of 50,000 immigrants and native illiterates in public school, factory, and neighborhood classes; and 12,000 foreign-born mothers in home classes.

It is admittedly difficult for those of us who have enjoyed the advantages of public education to realize fully the conscious inferiority, the manifold handicaps, and the bewildered uncertainty which beset those who are illiterate. Evidence of the widespread demand for English and citizenship classes is to be found not only in the enrolments of such classes wherever they have been organized, but in the rapid growth of this type of educational service in the Federal adult education program as well.

Certainly in a democracy such as ours, adjustment service is the prime function of public education, and of this adjustment service, what could be more rudimentary, more basic, and more vital than literacy in our native tongue and a safe minimum of preparation for an intelligent assumption of civic responsibility? According to the Federal Census Report of 1930, the efforts of local public school officials, over a period of ten years, had succeeded in reducing our total illiteracy thirty-two and six-tenths per cent, and had effected a reduction in our alien population of thirty-eight and seven-tenths per cent. Nevertheless, the task of reaching and teaching the English language to our 240,323 residents of Pennsylvania now wholly illiterate, and probably fully 1,000,000 possessing less than a functioning literacy, is no small problem. Likewise, the problem of preparing for citizenship and naturalization our 434,330 foreign-born residents above the age of twenty-one years who have not been naturalized, constitutes a very real challenge to public education.

It is of interest to observe that if among our citizenry twenty-one years of age and over, we could find but one individual in ten who would assume the responsibility of teaching one of our illiterates the English language, and of bringing about the preparation in citizenship and the naturalization of one of our aliens, our illiteracy and alien problems in Pennsylvania would be solved.

It is hoped that the State enumeration of aliens and of those who possess less than a functioning literacy in English, will stimulate public school officials to provide the instruction necessary to effect an appreciable reduction in our total illiteracy and to reduce greatly our alien population. The data being secured by this enumeration are designed to disclose, among other pertinent information, the names and addresses of these persons. In the past public school officials have been handicapped in their efforts to reach our resident aliens and our illiterates because of lack of specific and reliable information. From the enumeration now being taken, public school authorities will know who these persons are and where they live within their own school districts, and it is hoped that advantage will be taken of this information promptly in a concerted effort to correct the illiteracy and alien problems of the Commonwealth.



General Assembly of Evening Elementary School for Colored, Native Illiterates

The general assembly of the evening school is an important part of the evening school program. Through this means a sense of group unity is established, and student participation in school government and planning is facilitated.

In the above picture, the students of a colored evening elementary school of Philadelphia have gathered for a general assembly. At such assemblies, the programs, entertainments, and social activities of the evening school are planned.

III. METHODS, DEVICES, AND TEACHING AIDS

This section is devoted to the essentials of methods of teaching a modern language, including a brief resume of practical suggestions to teachers of English and citizenship classes for immigrants and native illiterates.

A. Qualifications of the Teacher or Leader

In addition to the possession of a Temporary or Permanent Extension Standard Certificate, as an index of professional preparation the successful teacher of adult immigrants and native illiterates must possess certain qualities of mind and heart which will win the confidence of these groups, secure their enrolment in classes, and cause them to continue their work even when weary in body and discouraged in mind.

Such a teacher should be at heart a social worker, possessing vision and a deep human sympathy, and imbued with a spirit of service, for the responsibilities of such teachers are more than formal instruction in English and citizenship. If such positions of trust are filled, the teachers accepting such responsibilities must expect to devote more hours to incidental work connected with the course of study than is given to actual classwork. More than this, both the immigrant and the native illiterate, if properly stimulated, will, if given the opportunity, draw close to his teacher for assistance in meeting the many problems confronting them.

When the preparation of teachers for this type of teaching service is taken seriously, preparation and experience in guidance and counseling will be a part of the required preparation, for the essence of this phase of the State program of public education consists of adjustment service, and that teacher who does his work well in such a capacity serves as friend and counselor in all matters, from the problems of securing jobs to those of legal aid in matters of business and attempted exploitation and clinical service for the immigrant child with tubercular symptoms or a crooked back.

In the teaching of English and citizenship to immigrants and native illiterates, one finds the supreme test of teaching ability. While the teacher almost invariably has the advantage of the interest and attention of the student, motivated through a keen sense of need, the only hold, in the long run, that he has upon his student is the latter's sense of achievement in his efforts to learn about the things of which he seeks information.

B. Problems of the Immigrant and Native-Illiterate Student

That this type of teaching is the supreme test of teaching ability is particularly true of the problem of teaching the English language to a non-English-speaking resident, mature in years, who has never had the opportunity of learning to read and to write in any language.

For him the vocal sounds of his native tongue have never been associated with print and script symbols. Too often a life-time of mental dormancy has rather unfitted him for a reasonably rapid development of the multifarious association bonds entailed in learning to read and write his own language. To add to such difficulties the problem of the oral symbols of a language new to him, involving many new sounds and combinations of sounds, complicates the issue and raises a very real problem for both teacher and student.

Even in the case of the non-English-speaking resident who is literate in his native tongue, we have identical problems to meet, except that being literate the student has had the experience of the associated oral, print, and script symbols of his native tongue. Against this seeming advantage, however, the teacher finds that except through direct association of English symbols with their meanings and sufficient drill to establish firmly such association bonds, the life-long rules of pronunciation of the native tongue constantly assert themselves, leading to disruptive mal-associations of English oral, print, and script symbols with their respective meanings and vice versa.

C. Essentials of Methods of Teaching a Modern Language

The task of teaching English to immigrants and native illiterates is a problem of methods of teaching modern languages. Teachers of such classes should be well grounded in the principles of the Direct Method, the Conversational Method, the Gouin Method, and the Analytical-Inductive Method. The so-called translation method is **never** used. The purpose of the immigrant-English class is to develop facility in speaking, reading, and writing the English language, and no language other than English should be permitted during the class period, except at rare intervals in the interpretation of the meaning of a particularly subtle and difficult word or phrase. The speedy recalls required in speaking a language with ordinary fluency, or in comprehending what is said when it is spoken with ordinary fluency, cause the translation procedure to defeat a normal use of a language when so learned.

In teaching groups illiterate in English, whether they are English-speaking or non-English-speaking, all interpretation of vocabulary and all drill and review should be based entirely upon direct association of objects, actions, relationships, and attributes of objects, actions, and relationships with their oral, print, and script symbols. For all non-English-speaking classes, including persons literate in their native tongue, no printed or written material should be given them until the English oral symbols employed have been directly associated with their respective meanings and such bonds rigidly clinched, and even then the printed material given to the class should be limited to the oral vocabulary previously thoroughly developed.

For all English-speaking classes unable to read and write the English language, whether immigrants or native illiterates or both, the same strict adherence to the principle of direct association of symbols with their meanings will increase many fold the effectiveness of teaching them to read and to write the English language. The teacher should analyze the problem or problems which his group presents and plan his presentation, interpretation, and drill upon vocabulary accordingly, whether his work involves the presentation and interpretation of oral symbols as well as print and script symbols for the non-English-speaking immigrant, or the presentation and interpretation of print and script symbols only for the English-speaking immigrant and the native illiterate.

1. PRACTICAL COMPROMISES IN METHODS OF TEACHING—A second vital aspect of beginning classwork is found in the clash arising between sound methods of teaching and the desire of adult members of the class to read and write something beginning with the first session. In some of these students, the desire to possess and to use a book falls little short of an obsession. In all persons wholly illiterate, whether English-speaking or non-English-speaking, the desire to read and to write something beginning with the first class session is all but devouring. To adhere strictly to all of the principles of accepted methods of teaching modern languages and at the same time partially gratify the destructively ambitious desires of such members of the class, is obviously impossible. The best interests of all concerned are served by a conservative compromise.

In compromising on such matters, however, the sound judgment of the teacher should guard as largely as possible against the multitude of mal-associations which threaten to arise in the minds of the students due to such concessions made in deference to their wishes, all of which must be up-rooted and destroyed before the language-learning process can continue.

To avoid mal-associations of printed English words with the pronunciation equivalents of native tongues, it is suggested that lesson sheets be used, and that in beginning work only one of such lesson sheets be given to the members of the class at a time, and then only after there has been a thorough presentation and drill upon the oral equivalents of the sentences of the lesson sheet. Regardless of the text being used, it will be found of great advantage to have the beginning lessons, for a period of at least fifteen class-sessions, reproduced by printing or mimeographing, after which habits of English pronunciation will have become rather well established and the text may be given the members of the class without serious disadvantages to their learning.

2. TEACHING WRITING—Writing in beginning classes, other than the formation of English script characters, should be postponed if possible for several class sessions. Since by the analytical-induc-

tive method spelling is learned from reading and writing sentences rather than as a synthetic process of constructing words out of letters, the alphabet, in its traditional order, is not important except as practice in the formation of script symbols. Anticipating the later use of the uni-lingual English dictionary, practice in the formation of script symbols should be accompanied by sample alphabets, arranged in the traditional order, either at the top of the blackboard about the room or on sheets of paper prepared for this purpose. So also in early practice in forming script characters, the principle of direct association suggests that all copy of capital and small script characters be placed immediately below the appropriate printed characters.

For those who insist upon writing something from the first class session on, it is suggested that innocuous copy only be used, such as the individual's name, his address, and perhaps a few of the first and simpler sentences presented and interpreted to the group.

After habits of English pronunciation have been thoroughly established within a limited vocabulary and reading begins generally, writing material for each class session should be identical with the reading lesson for that session. To permit writing to lag behind reading, with students constantly writing only those lessons of a session or two before, is to fail to take advantage of direct association in the learning process.

The time of the class, both in interpretation and in drill and review, should be distributed among the types of recall involved in learning a language, those for the non-English-speaking group being greatest in number of all, as follows: understanding the language when it is spoken, speaking the language, silent reading, written composition, reading aloud, and writing from dictation.

3. NUMBER WORK AND ARITHMETIC—Number work and arithmetic can be begun as soon as the text is given to members of the class. All adults, even those wholly illiterate, have a sense of number and as a beginning the pages of the text will suffice. The non-English-speaking literate adult needs to learn, as a beginning, only the English oral, print, and script symbols of arabic numerals. The English-speaking immigrant and native illiterate need to learn, as a beginning, only the print and script symbols of numerals. For all wholly illiterate, the fundamental processes must follow in their turn, with simple fractions, decimals, percentage, tables of weights and measures, and the usual exercises in practical computations.

4. GROUP DISCUSSION—While teachers of English and citizenship classes for immigrants and native illiterates are concerned primarily with developing in their students an ability to speak, read, and write the English language readily, and acquainting them with our machinery of government and the problems of democracy, they should bear in mind at all times that, in the last analysis, the attainment of these facilities is only a means of an end. This end, as a long-range objective, is to process the attitudes and ideals of the

adult members of such groups for an intelligent assumption of civic responsibility and for effective cooperative effort in group work with those with whom they are associated in community life.

For this reason, group discussion becomes of prime importance in all class work with immigrants and native illiterates, and teachers charged with this responsibility should be thoroughly acquainted with the essentials of group-work techniques. Through group discussion is inculcated the democratic ideal of group thinking and cooperative effort for the greatest good to the greatest number. Through it also there is developed in the individual, habits of self-direction and of group self-determination which are the essence of democratic purpose.

In addition to providing an excellent vehicle for abundant practice in speaking and a working knowledge of parliamentary procedure, group discussion of current events and present-day socio-economic problems, as an essential aspect of class work, equips the individual for active participation in group thinking and planning in group life through the practical class experience in group thinking, in arriving at collective judgments, and in securing concerted action. Through group discussion the individual comes to see that no one can be certain that he has at his command all of the evidence with regard to any issue, and that only through the pooling of the experience of all of the members of a group, can a maximum of reliable evidence be secured as a basis for collective judgment. He becomes cognizant of the difference between personal opinion and facts as bases for arriving at a judgment. He comes to recognize immediately the earmarks of personal prejudice and bias and to insist upon tolerance and open-mindedness, through constantly being confronted by new and incontrovertible evidence contributed by other members of the group, which often forces him to modify or completely reverse his previous convictions.

From the viewpoint of social competency in a democracy, the experience of group thinking and planning, and of collective judgment and effort within the class itself, should be recognized as being vital to the success of such preparation. It tends at all times to develop, within each individual, a clear-cut recognition of our concept of liberty as being freedom of action only insofar as it does not trespass upon the rights and liberties of others, and imbues each individual with a conviction of the vital necessity of the rule of the majority with due consideration for the wishes of the minority, as the primary principle governing democratic procedure.



Immigrant Education School Banquet

The social activities which the evening school program provides are one of the most important services it renders. By such programs, thousands of persons rather isolated in a new land find opportunities for social contacts and wholesome leisure occupation.

In the above picture, three immigrant education groups of one evening school in Pittsburgh arranged, as a special project, an evening school banquet. In keeping with the conception of preparing in group thinking and planning, these classes actually made all arrangements and prepared and served the food in a most enjoyable social evening.

D. General Suggestions to Teachers as to Procedure and Devices

The foregoing brief suggestions as to the more fundamental applications of vital principles of methods of teaching immigrants and native illiterates should be sufficient to direct the attention of the well-prepared teacher to essentials in this special type of teaching, enabling him to make his more detailed applications. As a further aid to those teachers of little or no practical experience in teaching English and citizenship to immigrants and native illiterates, the following additional suggestions as to procedure and devices are listed.

1. **DIRECT ASSOCIATION**—The principle of direct association demands that in teaching non-English-speaking groups all interpretation of and drill upon vocabulary, particularly during the first ten weeks, be achieved by the use of objects, specimens, models, pictures, and demonstrations, and the vocabulary used in beginning lessons should be such as will lend itself readily to such interpretation and drill.

2. **INTERPRETATION OF VOCABULARY**—In the interpretation of nouns, pronouns, and adjectives, objects and pictures of objects will serve and beginning lessons can be made to utilize many

of such objects readily available for use in the classroom itself. Dramatization of sentences will serve to interpret quickly and unmistakably the more common verbs and adverbs used in beginning lessons. Prepositions and conjunctions can be readily interpreted by means of dramatization and demonstration, using appropriate objects.

The greatest possible use of the classroom itself should be made, in which usually can be found, as a means for developing a basic vocabulary, a door, a window, a desk, a chair, a book, a pencil, a blackboard, a man, a woman, a watch, and like objects. The resourceful teacher, with a blackboard and a piece of chalk alone, can succeed in doing a creditable piece of work.

3. THE SUITCASE LABORATORY—Every teacher of English for immigrants and native illiterates has need for a large suitcase in which he can carry to the classroom related groups of objects, specimens, models, or pictures. Suggestions as to such practical related groups of objects are contained in the following:

book	knife	needle	egg	pan
paper	fork	thread	butter	pot
pen	spoon	twine	bread	kettle
pencil	cup	rope	tea	can
ink	saucer	button	coffee	jar
chalk	plate	scissors	milk	crock
eraser	glass	shears	water	match
ruler	bowl	pin	bottle	broom
towel	salt	apple	potato	hammer
washcloth	pepper	orange	carrot	nails
napkin	sugar	lemon	beet	spikes
soap	vinegar	banana	cabbage	wrench
mop	mustard	pear	onion	screw driver
tub	ketchup	peach	tomato	saw
washboard	celery	grapes	beans	square
brush	garlic	cherries	lettuce	tape measure

In securing objects for the presentation and interpretation of vocabulary, many possibilities are open to the resourceful teacher. A picture of the human body for parts of the human body, a clock dial from the school supply company for telling time, pictures of household furniture cut from mail order catalogs, toy tools, toy utensils, and many other cheap articles from the Five and Ten Cent Store are illustrative of sources of equipment which should be purchased by the board of school directors, upon the recommendation of the teacher of English and citizenship classes and the approval of the superintendent of schools.

4. ENUNCIATION—The teacher should speak slowly and distinctly at all times and with non-English-speaking classes the vocabulary used should be restricted to that of the group because

speaking either rapidly or indiscriminately leads only to confusion and discouragement of such members of the class.

5. THE USE OF ABSTRACT TERMS—Abstract terms should be avoided in the vocabulary selected for beginning lessons, as largely as possible, until a basic vocabulary has been established sufficiently large to assist, by the very context of sentences, in interpreting rather accurately the meanings of such abstractions. In spite of the value of interrogative forms in developing practice in speaking, care must be taken in non-English-speaking groups to develop a foundation vocabulary which will serve as a basis for interpreting such interrogative forms as who, which, what, where, when, and how.

6. ANALYZING LESSONS INTO THEIR ELEMENTS—Whatever lesson sheets or texts are used, the teacher should analyze each lesson into its elements, giving each one adequate attention before moving on to the next lesson, for thoroughness, particularly in beginning work, avoids confusion in the minds of students and makes for a much more rapid progress in the long run.

In the average text for immigrants available in the open market, it is not uncommon to find a single beginning lesson with as many as thirty or forty separate and distinct elements, including the use of both forms of the indefinite article; the definite article; singular and plural noun, pronoun, and verb forms; and first, second, and third person forms of the personal pronoun; to say nothing of the several objects, actions, and relationships to be added because of specific common nouns, verbs, prepositions, and conjunctions. Obviously, such a lesson contains so many elements that only the most thorough analysis and interpretation can avoid confusing the students in their respective meanings.

7. THOROUGHNESS—Proceeding From the Known to the Unknown By Short and Related Steps—In the last analysis, the progress of students depends upon the care with which the teacher builds each successive lesson, the thoroughness with which each lesson is completed, and the amount of drill, repetition, and review provided as a means of strengthening association bonds sufficiently to guarantee the retention of both symbols and meanings in using the English language.

In analyzing each lesson into its elements, the good teacher sees that no element is overlooked, for to do so is to leave gaps in the orderly process of the student's learning which are certain to lead to confusion, misunderstanding, and discouragement. Good teaching probably depends more than anything else upon the ability shown by the teacher to anticipate the difficulties of the student. If the procedure is slovenly and hasty, certain essential elements will be overlooked in the beginning lesson, causing uncertainty and indefiniteness in the second lesson, while in the third lesson the efforts of

the student to keep abreast only result in additional mal-association, more uncertainty, and a growing confusion, eventually resulting in the defeat of the best efforts of both the student and the teacher.

8. CONVERSATION—After the development of a minimum basic vocabulary, questions such as Who am I? Who are you? What is this? What is that? Where is the book? Have you a pencil? and Where do you live? will serve nicely as an early means for practice in speaking and for education in understanding spoken English.

As soon as the vocabulary of the student will admit it, many interesting topics for general discussion are available, including proverbs and their meanings, current events, matters of personal interest, a description of the trip made to America, one of the most enjoyable days ever experienced, what would be considered a first-class dinner for a hungry person, a description of the last moving picture show seen, what one would do for a two-weeks vacation if given all the money needed and permitted to go where he wished, and like homely but interesting topics of strong personal appeal and not unmixed with wholesome fun and a desirable unity of group feeling.

9. INTERPRETING THE NEW IN TERMS OF THE OLD—In developing the course from the beginning, the teacher should study the equipment of the student and start from where he is, leading him forward, step by step, by interpreting each successive step in terms of one or more of the steps or observations previously experienced by the student. Particularly in planning the sequence of grammatical units is it necessary to order them in a sequence such that as each one is approached for presentation, there will be found something in the units of grammar preceding it that will serve as a basis for interpreting it.

10. FREQUENT TESTING OF THE ACHIEVEMENT OF STUDENTS—As a means of guaranteeing thoroughness, abundant drill and frequent reviews contribute much to the effectiveness of classwork, not only through the constant cumulative repetition they afford, but also because of the fact that such reviews disclose the weaknesses of instruction and the resulting needs of students. In attempting to integrate the course content from the beginning, repeated reviews should be made from time to time covering the essentials of vocabulary, sentence structure, and grammatical usage. Such reviews should be made in the nature of a program for testing the achievement of students by throwing the members of the class on their own resources in the choice of terms, sentence structure and grammatical forms used in such reviews.

11. THE USE OF FLASH CARDS—In addition to the many uses to which the blackboard can be put as a device in drilling, reviewing, and testing, the flash card offers many possibilities.

From practice in recognizing print and script symbols and numerals as a basis for reading, they may be used to check on the comprehension of the meaning of words and sentences through a required dramatization by the students of commands printed and written on such cards. So also in review of the grammatical forms, including singular and plural nouns, the proper use of the definite and indefinite articles, through to correct person, tense, and voice forms, the flash card serves as a means of speedy, intensive, and effective drill, review, and testing.

12. **INDUSTRIAL LESSON SHEETS**—In all so-called factory classes, the teacher will find it helpful and stimulating to the adult members of his class, to survey carefully the specialized vocabulary of the specific industrial activity in which such students are at that time employed with a view to preparing lessons employing the specialized vocabulary so discovered. Whether it be coal mining, iron and steel production, brick manufacture, textile weaving, hotel service, or other special field, the employment of specialized industrial vocabulary will serve greatly to stimulate the interest and effort of students, at the same time providing a more immediate means for practice in speaking in the daily use of the terms so learned.

13. **THE USE OF NEWSPAPERS AND PERIODICALS**—As soon as possible after a medium ability to read simple English is attained, newspapers and periodicals should be brought into the classwork, not only as an abundant source of supplementary reading material, but also as the first steps in developing a wholesome interest in and attitude towards the current events in the life of the community, the State, and the Nation. Used as a basis for personal reports by students and for general class discussions, such current news items can be made the basis of a thorough and effective preparation in citizenship.

14. **THE USE OF AN ENGLISH DICTIONARY**—One of the greatest services that a teacher can give the members of his class is to help him to help himself. Since the teacher cannot be available at all times for help and information, attention should be given early in the course to building up, in connection with simple phonics, a list of key words which, after continued use, the student rarely if ever mispronounces. While as a rule these will not be found to represent the complete list of diacritical marks and sounds needed in the general use of a uni-lingual English dictionary, the list can easily be completed by the teachers through special attention to words containing the remaining sounds and marks needed. When equipped with his list of key words and their appropriate diacritical marks, the student is ready to begin the use of an English dictionary not only as a guide to pronunciation, but also as a means of extending his vocabulary in the reading of daily English newspapers which the teacher encourages in him.

15. PREPARATION IN CITIZENSHIP—The teacher should not conceive of preparation in citizenship as something apart from instruction in English. While in teaching English an every-day vocabulary of a practical nature, English sentence structure, English grammatical construction, and oral and written expression are emphasized, citizenship preparation occupies an important place in all of the English subject matter used, from the introduction of courteous expressions, American social customs, and American standards of living; through community civics in law and order, police protection, fire protection, and health protection; to general social and economic problems, our machinery of government, our purposes, and problems now confronting democracy.

Throughout the course of study in English, constant emphasis should be placed by the teacher upon the problem of interpreting America to the students of the class, and from the viewpoint of the interest and needs of such students, no more vital subject matter can be employed as a means of teaching a command of the English language than the employment and general discussion of social and labor problems with which most of the students have had first-hand experience.

In the classwork in citizenship preparation, the teacher should interpret the new in terms of the old, beginning a consideration of public rights and duties in the immediate community, reaching next to the functions of municipal organization and service, followed by county and State machinery of government, continuing through our national form of government and Federal prerogatives to a comparative study of governments of the world and problems of international peace, international trade, and international good fellowship. As a basis for interpreting county, State, Federal, and world governments and problems, the teacher should utilize class journeys as a means of acquainting the students with the city park system, the public library, the police department, the city council, garbage disposal, the city water system, and municipal recreational provisions.

16. NATURALIZATION SERVICE—One of the significant responsibilities of the teacher of English and citizenship classes in assimilating our foreign-born population is the abundant opportunity awaiting him to be of service to the alien resident in taking out his first paper and in following him through the two-year to seven-year period required for petitioning for naturalization.

The teacher of immigrant classes should check carefully the citizenship status of the members of his group, offer his service not only in preparing the students in citizenship for the naturalization examination and in all of the problems arising in the process of naturalization, but also in personally going with the student and assisting him in making out his declaration of intention and his petition, and giving further aid in such matters as his certificate of arrival, his residence and witnesses, his photographs, and like details.

17. **IMMIGRATION SERVICE**—As in connection with the naturalization process, certain problems arising from our immigration policies furnish a broad field of service for the teacher of immigrant-education classes. Separated families, filled quotas, lost certificates of arrival, the location of birth certificates, complications of county and national residence, the status of married women, the many variations of citizenship by birth, and like difficulties often present obstacles quite too difficult for the foreign-born resident to overcome alone. The friendly counsel and help of the teacher in such matters will effectively demonstrate to the student the spirit of America, which the teacher in all other phases of his work is attempting to interpret to his class.

18. **GENERAL PROCEDURE**—Teachers of English and citizenship classes should realize that in all adults self-assertion, the expression of convictions, and making decisions have become habituated merely through becoming mature and being thrown upon their own resources, and due consideration of these characteristics of the adult attitude should govern all procedures in the classroom.

As a general practice, classwork should aim to develop, as largely as possible, a round-table discussion procedure, producing an informal atmosphere and providing for freedom of individual and group expression. Care should be taken to secure the active participation of every member of the class in the activities which are being carried on, self-expression by each member of the class being the only means for him of being able to progress in his work. In the more advanced classes, special assignments to individuals for brief, informal reports to the group on topics of general interest will stimulate interest, encourage self-initiative, and enrich the subject matter of the course.

Class journeys to easily reached local places of interest related to the study program of a course, followed by individual reports and group discussion, are always helpful and enjoyable.

Care should be taken that the artificial and natural lighting of rooms used for adult classes is suitable in order to avoid eye strain, and the teacher should be alert not to mistake as diffidence or backwardness the uncertain and perhaps irrelevant responses of individuals who are hard-of-hearing or partially sighted.

In the assimilative process being undergone by the class group, class parties and socials held at regular intervals throughout the school term are probably the most potent of all single means. General entertainment programs planned and staged about twice each year, in which are employed the talents of the members of the class, their relatives, friends, and neighbors, will be found to be particularly stimulating and helpful.

19. **SOCIAL UNITY**—Since the ultimate purpose of the system of immigrant-education classes is social unity, class organization, course content, and classroom procedure should all be organized, as largely as possible, to this end.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

While racial customs often restrict the freedom of foreign-born women, whenever possible these should be tactfully weakened and broken down, enabling such women to go and come at will, particularly in attending public evening schools and the socials and parties held in conjunction with English and citizenship classes.

While there is a tendency among racial groups to remain aloof and to prefer classes made up of individuals of their own nationality only, the mingling and associations of all nationalities in the classrooms of one school will go far towards uprooting deep-seated racial hatreds and prejudices, and equipping the members of the class with an attitude of tolerance and open-mindedness essential to American citizenship.

It should be repeated that full recognition of the social needs of foreign-born groups should be made and that school and community entertainments, employing the varied talents of different foreign-born groups, will assist materially in assimilating isolated groups into an integrated body politic.

Teachers of English and citizenship classes for immigrants and native illiterates should be ready and willing to concede to each of their students the right to a wholesome pride in his native land and customs. A general recognition of the contributions made by different nationalities in the past to the present well-being of America will do more than anything else to win the newcomer to the attitude and purposes of his adopted land. It seems obvious that of the members of an immigrant-education class, the ones who will most readily release and forget the traditions of their homelands have not, as a rule, the fundamental virtues of loyalty and devotion which must go into the make-up of what we consider a desirable American citizen.



A Folk Dance in Costume

Folk festivals are an important part of the immigrant education program. The Commonwealth of Pennsylvania, and the Nation, does well to conserve the cultures of the Old World. Experience has shown that while America has much to offer immigrant arrivals, they bring, in full measure, a reciprocal contribution of cultural attributes and spiritual vitality.

20. ADJUSTMENT COUNSELING—The teacher of English and citizenship for immigrants and native illiterates should conceive of his work as not less than home missionary service and stand in readiness, at all times day and night, as friend and counselor to assist the members of his group, their relatives, neighbors, and friends in the solution of any of the thousand and one problems of every conceivable nature which confront them in their efforts to become a functioning part of the community, the Commonwealth, and the Nation in which they live.

It is assumed that teachers and leaders of immigrant groups will accept the responsibility of personally assisting the immigrant in making out his declaration of intention and his petition; of giving needed help in securing the required certificate of arrival, photographs, and like details; and of leading him through to the status of a naturalized citizen, as an essential part of the service he is expected to render. Beyond this, however, certain members of his group may be confronted by problems arising from our immigration policies. Lost birth certificates and certificates of arrival, complications of county and national residence, families separated because of filled quotas, and like problems often present difficulties which the foreign-born resident is unable to overcome without assistance. If such or similar problems are perplexing any member of a class in English and citizenship, it is the responsibility of the teacher, as counselor and friend, to provide, by some means, the advice and assistance needed.

If there is disclosed a case of dire need and deprivation, it is the first responsibility of the teacher to bring such conditions to the proper welfare and relief agencies. If it is a matter of unemployment, he should assume the initiative in contacting Federal, State, and local employment agencies in the interest of securing work for those whom he is attempting to serve. If illness or physical deformities are discovered in the modest homes of his students or their friends, requiring skilled attention which the family purse can ill afford, it becomes his responsibility to attempt to place such cases in the hands of proper medical or surgical authorities in the nearest free clinic. If it is a matter of sheer exploitation through business trickery, he should immediately lend his hand by appealing to the free legal aid which is generally now available. If it is a matter of a wayward daughter or an incorrigible son, which disturbs the troubled home-life of the unfortunate under-privileged, it is his responsibility to assist in any way he can in repairing the broken family relationships and in reshaping the attitude and ideals of such erring youth.

Nor is it enough for the teacher to serve the immediate adjustment needs of the members of his group. In helping these to help themselves, the leader of such groups should bear in mind that in the high tenor of practical and comprehensive helpfulness which should characterize a teacher's service to immigrants and native

illiterates, there should be built steadily within such members a desire for greater self-improvement through further reading and study beyond the limits of the course in English and citizenship.

The availability of evening elementary schools, evening secondary schools, university extension service, and public library service should be made known to all such persons in an effort to stimulate their ambition to continue study beyond the limits of their then present work. The possibilities of home study, by means of secondary school and university correspondence courses, should be made clear. The relationship established between such members of a group and their leader should be continued in a practical follow-up of friendly interest, and of counseling and help, as needed by them after the immediate relationship of teacher and student has become terminated.

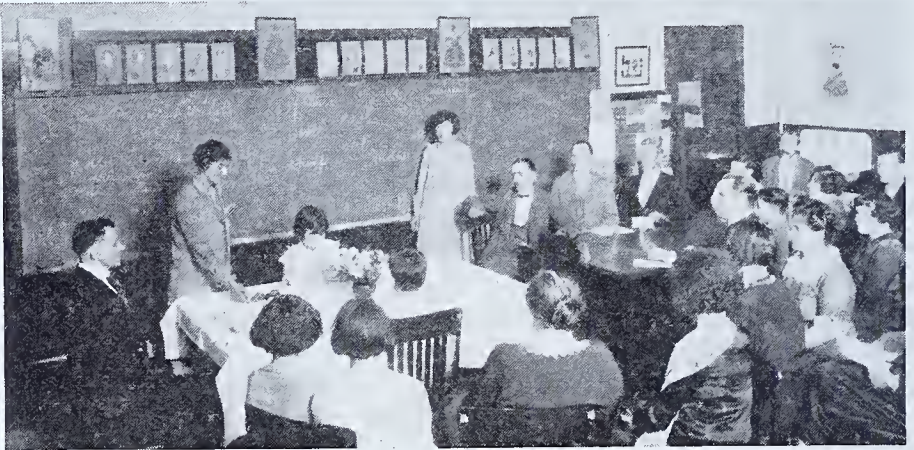
In the capacity of adjustment counselor, the teacher of English and citizenship classes finds his greatest service in assisting this most deserving and needy group in all of their more intimate and difficult adjustment problems. By stimulating a desire for continued self-improvement through continued reading and study, such a teacher projects his personality and influence years into the future of the lives of his students and provides for them a more or less constant source of continuing self-adjustment to changing social and economic needs certain to be constantly confronting each of them.

21. CONCLUSION—The foregoing brief, practical suggestions to teachers are intended largely for the uninitiate who have had little or no experience in teaching English and citizenship to immigrants and native illiterates. Such teachers will find, as others have found, that the teaching of English and citizenship classes for immigrants and native illiterates will require quite as much or more time before and after class sessions as during such sessions.

It should be repeated that in every group where general conversation is a possibility, group discussion of current events, of social and labor legislation, of existing socio-economic problems, and of contemporary political issues, should be made the most important part of the scheduled class time of each of such groups.

Likewise, too great emphasis cannot easily be placed upon the importance of adjustment counseling as a recognized and vital function of the teacher of immigrants and native illiterates, nor should the teacher expect the members of his group to make such approaches. It remains for him to make known his willingness to assist not only in educational counseling and in vocational guidance, but in all other difficulties, running the entire gamut of the socio-economic problems and personal shortcomings of the members of his group. It is his responsibility to arrange definitely for consultation periods before or after his class sessions, at which time the members of his group will feel free to place their problems before him for his judgment and help.

It should be added, too, that in the adjustment service which such teachers attempt to give, the matter of preparation in American social customs, and that of providing group socials, parties, and entertainments as an essential part of such class work, is important. In the public education of under-privileged youth passing through formative years, and of adult misfits and failures, the value of sympathetic interest in and understanding of their social problems and personality maladjustments far transcends the worth of the skills they may acquire and of the knowledge they may assimilate.



American Social Customs

The leader of foreign-born groups, imbued with a sense of responsibility for adjustment counseling, recognizes their keen interest in and need for preparing in American social customs. The above group is a typical evening school class in immigrant education, in which accepted forms in setting a table, and in table etiquette, are being demonstrated by the teacher, with the assistance of the members of the group.

IV. LEGISLATIVE PROVISIONS FOR ENGLISH AND CITIZENSHIP CLASSES

The following legislative provisions serve as the foundation of our State program of English and citizenship classes for immigrants and native illiterates:

A. Early Immigrant Education Legislation

As long ago as 1907, Act 60 "To establish schools for adults, including foreigners, and providing for instruction and employment of teachers for same" and stipulating further that Boards of School Directors shall provide "means for instruction of any colony, camp, or settlement of adults * * *" gave legislative sanction to immigrant education and the instruction of adults.

B. Specific Immigrant Education Legislation

In 1919, Act 311, July 8, P. L. 764, provided "Instruction in Citizenship and the principles of government of the United States and of the Commonwealth, to foreign-born residents of the State of Pennsylvania, in the several counties thereof, who are not required to attend the public schools of the Commonwealth." These provisions comprise Sections 4108 to 4112 of the present School Laws of Pennsylvania, and are as follows:

4108. "That the judge or judges of the court of common pleas of any county in this Commonwealth having a large resident population of foreign-born residents may, as hereinafter provided, appoint one or more competent instructors, whose duty it shall be to teach and instruct foreign-born residents in said county who are not required to attend the public schools of said county, in the duties, privileges, and rights of citizenship, and in the principles and the institutions of the government of the United States of America and of this Commonwealth, and to furnish and to teach to said unnaturalized residents courses of study and instruction to be prepared and furnished to said instructors by the superintendents of schools of said county and according to plans and programs prepared by said superintendents for such purpose."

4109. "That the superintendent of schools of any county of this Commonwealth having a large foreign population may, when he thinks it necessary and advisable, present his petition to the said court of common pleas of said county, praying for the appointment of one or more instructors as hereinbefore provided, and upon presentation of said petition, the court shall fix a time and place to hear the matters alleged in said petition, notice of which shall be given to the county commissioners of said county, said time to be not less than fifteen days after presentation thereof to the court, and at which time the court shall hear and determine the same; and, if in the opinion of the court the said appointment of one or more in-

structors as aforesaid is necessary and advisable, the court shall forthwith, upon the nomination of the said superintendent of schools of said county, appoint one or more suitable and qualified persons to the position of instructor of foreign-born residents who are not required to attend the public schools of the Commonwealth. The number of said instructors for each county and their compensation shall not exceed the number and compensation of assistant county superintendents of schools of said county. Said appointments shall be made for a term of not less than one or more than three years. The instructors shall be persons of good moral character, and whose nomination for appointment shall be accompanied with a certificate of the said county superintendent of schools that said instructors possess sufficient educational qualifications for their appointment. Any instructor may be removed from office any time upon cause shown to said court of his or their immorality, incompetency, or neglect of duty, or of their political activity, or for any other reason rendering said appointee unfit for such duties in the opinion of the said court. Upon such dismissal of said employe or said employes, the court shall immediately fill said vacancy or vacancies as hereinbefore provided for appointment to said office."

4110. "The court may, upon the petition of said superintendent of public schools, appoint one or more interpreters for the use of said instructor or instructors, to serve during the pleasure of the court. It shall be the duty of said court to fix the compensation of said instructors and said interpreters, subject to the limitation provided in Section two, which said compensation will be paid by the treasurer of said county on warrants signed by the superintendent of schools of said county, at such times as the said court may direct."

4111. "It shall be the duty of said instructors to make monthly reports of their said work in writing to the superintendent of schools of said county, and shall also file a copy of said report with the prothonotary of said court. The superintendent of schools of the county shall make a report thereof to the State Superintendent of Public Instruction at least once every year."

C. Extension Education Legislation for Immigrants and Native Illiterates

Credit is due the General Assembly of 1925 for removing entirely the handicaps of special authorization of English and citizenship education for immigrants and native illiterates, and for making such educational service an integral part of the State program of free public instruction. The General Assembly of 1937 further refined and expanded extension education legislation, adding parent education to the list of mandatory fields of free public instruction, reducing the required number of signatures from twenty to fifteen, and providing for a State enumeration of all aliens and of all who

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

possess less than a functioning literacy in English, to be taken in 1938, again in 1940, each successive fifth year thereafter, and oftener at the discretion of the State Superintendent of Public Instruction, or a board of school directors.

These provisions comprise Sections and Paragraphs, and parts of Sections and Paragraphs in the School Laws of Pennsylvania as follows—Section 1210, Paragraphs nineteen, twenty, and twenty-three; Sections 1425-1427, inclusive; and Sections 4101-4107, inclusive.

By making extensive provisions for "extension education" and by defining "extension education" so as to include English and citizenship instruction for immigrants and native illiterates, the way was clearly opened in 1925 for a definite reduction of illiteracy in English within the Commonwealth and for a more effective assimilation of our foreign-born population. The enactment, in 1937, of legislation authorizing a regularly recurring State census of aliens and illiterates, showing definitely who these persons are and where they live, should greatly facilitate the efforts of local public school officials in solving these problems.

The following excerpts, quoted verbatim from the School Laws of Pennsylvania, contain the major legislative provisions having a direct bearing upon the organization and maintenance of public English and citizenship classes for immigrants and native illiterates.

1. DEFINITION OF EXTENSION EDUCATION—" 'Extension education' shall designate any instructional, recreational, or social service provided and administered by the board of school directors of any school district which is organized primarily for out-of-school youth and for adults, but shall not include the school work of continuation and other vocational schools which are subsidized under the provisions of Federal enactment." (Section 4101, School Laws)

2. STATUS OF EXTENSION EDUCATION—"Extension education shall be an integral part of the public schools of the Commonwealth and of the districts in which it is organized, and shall be under the supervision of the superintendent of the county or of the district as are other public schools of that district. The State Council of Education shall adopt standards for the qualifications and certification of extension teachers and leaders and all other matters pertaining to extension education not inconsistent with this act or other acts pertaining to the public schools of the Commonwealth." (Section 4106, School Laws)

3. MANDATORY AND PERMISSIVE LEGISLATION—"The board of school directors of any school district may and upon written application, signed by fifteen or more residents of such district above the age of sixteen years who are not in attendance at any public or private day school, shall provide free extension education for said applicants in any curricular course of study or activity

so requested, or in English and citizenship for immigrants and native illiterates, or in parent education, or in citizenship for adults, and may provide such other extra-curricular courses of study and activities as said board may deem advisable. * * *” (Section 4102, School Laws)

4. LOCATION AND HOUSING OF EXTENSION EDUCATION ACTIVITIES—“Extension education shall be provided in school buildings at any time not in conflict with regular day-school activities as requested by such applicants and elsewhere at any hour during any day except Sunday or legal holidays which the board may deem advisable; Provided, That the board shall not be required to admit to said extension schools a person who is in actual full-time attendance at any public or private school during the day; Provided further, That attendance at such classes by part-time pupils shall not be accepted in lieu of the compulsory part-time attendance required of such pupils; Provided further, That said board of directors may close any class of said extension schools when the average attendance for any month falls below ten.” (Section 4103, School Laws)

5. PERMISSION TO EXACT DEPOSIT FEE—“Any board of school directors may require a deposit fee of a sum not to exceed five dollars (\$5.00) from each person enrolling in such extension schools or classes, and may require further that such deposit fees accompany said written applications for such extension instruction. Such deposit fee shall be returned at the close of each term of instruction to all persons so enrolled who have attended seventy-five (75) per cent or more of the class sessions of said term; Provided, That nothing herein shall be construed as prohibiting the return of said deposit fee because of death, sickness, or for any other cause which the board may deem justifiable.” (Section 4104, School Laws)

6. CERTIFICATION OF TEACHERS AND LEADERS—“* * * no teacher shall teach in any public school of this Commonwealth, any branch which he has not been properly certificated to teach.” (Section 1301, School Laws)

7. MINIMUM SALARY—“* * * the minimum salary of part-time teachers, supervisors, and principals employed in the extension schools and classes of the Commonwealth, established for the education of adults and legally employed minors and not designated as continuation or other vocational schools or classes, shall be one dollar (\$1.00) per hour; the minimum annual increment in salary in such extension schools and classes shall be twenty-five cents (\$.25) per hour; the minimum number of such annual increments shall be two (2).” (Sections 1210-19, School Laws)

8. ANNUAL REPORT ON EXTENSION EDUCATION ACTIVITIES—“Every county and every district superintendent in this Commonwealth shall annually on or before the first Monday

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

of August, forward to the Superintendent of Public Instruction the reports of the several school districts under his supervision, and shall accompany the same with such extended report of the public schools under his supervision as he may think proper, suggesting such improvements or changes in the public school system as he may see fit to suggest. He shall further furnish to the Superintendent of Public Instruction, whenever required so to do, such additional reports and information as the Superintendent of Public Instruction may request." (Section 1151, School Laws)

9. APPLICATION FOR APPROPRIATION—"On or before the first day of November of each year, each school district of the first and second class, and each school district of the third class having a district superintendent, shall file a certificate with the Superintendent of Public Instruction, in such form as he may prescribe and on blanks to be furnished by him, showing the number of full-time teachers, supervisors, principals and other full-time members of the teaching and supervisory staffs, the number thereof employed in elementary schools and the number employed, respectively, in three and four year junior high schools, the certificates held by each, and the compensation paid each for the current school year, and showing further the number of part-time teachers, supervisors, and principals employed in extension schools and classes established as herein provided, the certificates held by each, and the compensation paid each during the preceding school year. On or before the first day of October of each year, each school district of the third class not having a district superintendent, and each school district of the fourth class, shall forward such a certificate to the county superintendent, and, if approved by him, the county superintendent shall forward the same to the Superintendent of Public Instruction on or before the first day of November of each year." (Sections 1210-20, School Laws)

10. REIMBURSEMENT OF SCHOOL DISTRICTS FOR MAINTAINING EXTENSION EDUCATION—"And provided further, that for each part-time member of the teaching and supervisory staff employed by any school district in extension schools and classes approved by the Department of Public Instruction, established for the education of adults and legally employed minors and not designated as continuation or other vocational schools or classes, the Commonwealth shall pay to the several districts the same per centum of the minimum salary herein required to be paid to part-time teachers in such extension schools and classes as is paid to such districts of the minimum salary of the full-time teachers." (Sections 1210-19, School Laws)

11. PAYMENT OF APPROPRIATION—"The amount apportioned and allotted to each school district shall be divided into equal semi-annual instalments, and the Superintendent of Public Instruction shall draw his warrants semi-annually upon the State

Treasurer in favor of each district for the amount to which it is entitled, and payment thereof shall be made to fourth class districts during the months of February and August of each year, to second and third class districts during the months of March and September of each year, and to first class districts during the months of April and October of each year.

"Provided, That reimbursement on account of salaries required to be paid for extension schools and classes as herein provided shall be made to school districts maintaining approved extension schools and classes established as herein provided, and shall begin with the first semi-annual payment of the biennium beginning the first day of June, one thousand nine hundred and twenty-seven." (Sections 1210-23, School Laws)

12. STATE ENUMERATION OF ILLITERATES AND ALIENS—"The board of school directors in every school district in this Commonwealth shall, between March first and September first of each year, cause to be made by the attendance officers, teachers, or other persons employed for this purpose, a careful, correct, and accurate enumeration, on census cards provided by the district, at the expense of the district, or in a substantial book or books provided by the Superintendent of Public Instruction, at the expense of the State, for that purpose, of all the children between the ages of six and eighteen years within their district, * * *.

"Beginning in the year nineteen hundred and thirty-eight, and thereafter in the year nineteen hundred and forty, the year nineteen hundred and forty-five, and each fifth year following, said board of school directors shall, and at more frequent intervals may, also cause to be recorded in the same or separate books, or on the same or separate census cards, in like manner to, and in conjunction with, said enumeration of children, an enumeration of all persons ten years of age or over resident within their district who are unable to write the English language according to standards hereinafter provided, giving the full name, age, sex, race, nationality, place of residence in such school district, whether able to write English, whether able to read English, and whether able to speak English, and of all persons twenty-one or more years of age resident within their district who are not citizens of the United States of America, giving their full name, age, sex, nationality, place of residence in school district, whether declarants, and whether petitioners for naturalization.

"The standards used in determining whether residents are able to speak English, able to read English, and able to write English, shall be formulated by the State Council of Education for the purpose of recording the facts of said enumeration.

"Such enumeration shall be made by careful inquiry at the residence of each family in the district, and the persons making the same, upon completion thereof, shall make a proper oath or affirmation as to its correctness." (Section 1425, School Laws)

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

"The secretary of each board of school directors, or such other person as is directed by the board, shall, at or before the opening of the school term, furnish to the principal or teacher of each school a correct list of the names and residences of all aliens, of all residents over ten years of age unable to read or write the English language and of children, assigned to such school, who are subject to the provisions of this act. The said secretary or other person shall also forward, on or before the first day of October of each year, to the county or district superintendent, to be by him forwarded, on or before the first day of November of each year, to the Superintendent of Public Instruction, a summary of such statistics regarding the children in each district, as is required by the Superintendent of Public Instruction, on blanks provided by him for that purpose." (Section 1426, School Laws)

"The cost and expense of making a proper enumeration of the children and of aliens and of persons unable to write English of each school district, as herein provided, shall be paid per diem, or by the name, or in such other manner as the board of school directors may deem proper, out of the funds of the district: Provided, That the attendance officer, the superintendent of schools, supervising principal, or the secretary of the board of school directors, shall have the power to add to this enumeration the names of any children and of any aliens and of persons unable to write English whose names do not appear thereon, together with other information required by this act." (Section 1427, School Laws)

D. Summary of Legislative Provisions

The major significance of the foregoing legislative provisions for the State program of English and citizenship classes for immigrants and native illiterates may be summarized somewhat as follows:

1. Instruction in English and citizenship for immigrants and native illiterates is defined by law as "extension education" and is thereby subject to all legislation governing extension education.

2. Whenever fifteen or more residents (not necessarily citizens), above the age of sixteen years and not in any public or private day school, make written application for instruction in English and citizenship for immigrants and native illiterates, or in general citizenship preparation for adults, the board of school directors of their school district shall, subject to the qualifications stated, provide such instruction as free public education.

3. Such instruction shall be provided in public school buildings during the hours and on the days requested by such applicants, excepting on Sundays and legal holidays or when in conflict with regular day-school activities, and it may be provided at any other place or time which the board of school directors may deem advisable.

4. Boards of school directors may require, as a guarantee of good faith from each applicant for instruction in English and citizenship, a deposit fee of any small sum, provided it does not exceed five (\$5.00) dollars, but this sum must be returned at the close of the term of instruction to all members of such classes who have attended seventy-five per cent or more of the class sessions of the term.

5. English and citizenship classes for immigrants and native illiterates and general citizenship classes for adults are an integral part of our State system of free public schools and are thereby subject to all appropriate school legislation governing the public schools of the Commonwealth, such as those relating to tuition for non-resident pupils, certification and compensation of teachers, and free texts.

6. The minimum salary schedule for teachers of English and citizenship classes is \$1.00 per hour of service during the first year of service, \$1.25 per hour during the second year of service, and \$1.50 per hour during the third year of service.

7. To any school district maintaining approved English and citizenship schools and classes, the Commonwealth shall pay the same percentum of the minimum salary of such teachers, (\$1.00 per hour), as it pays to that district of the minimum salary of full-time, day-school teachers; school districts of the first class, entitled to twenty-five per cent of the minimum salary of teachers, receiving twenty-five cents per teacher-hour of such service maintained; second and third-class districts, entitled to thirty-five per cent of the minimum salary of teachers, receiving thirty-five cents per teacher-hour; and so on through all reimbursement classes.

8. Reports showing the number of supervisors and teachers of English and citizenship classes employed during the preceding year, the certificates held by each, and the salary paid each, shall be filed by the superintendent of schools each year with the Superintendent of Public Instruction in such form as he may prescribe.

9. Information regarding English and citizenship classes shall be forwarded annually by all superintendents of schools maintaining such classes on or before the first Monday of August, furnishing such information as the Superintendent of Public Instruction may request.

10. Whenever English and citizenship classes for immigrants and native illiterates are organized, they may not be closed until the average daily attendance for one full month falls below ten (10).

11. As a means of facilitating reduction of illiteracy and a more genuine assimilation of our foreign-born population, provision is made for an enumeration of all aliens and all residents above the

age of ten years, who possess less than a functioning literacy in English, equivalent to approximately five years of public elementary school work, such enumeration to be made in conjunction with the school census, during the year 1938, again in 1940, each successive fifth year thereafter, and oftener at the discretion of the State Superintendent of Public Instruction, or a board of school directors.

12. Every teacher of English and citizenship classes for immigrants and native illiterates must possess an Extension Standard Certificate for this field of teaching service.

E. Certification of Teachers and Leaders of Citizenship Classes

By action of the State Council of Education, the awarding of Extension Standard Certificates to teach English and citizenship classes for immigrants and native illiterates is contingent upon the possession of certain qualifications and governed by certain stipulations quoted verbatim in the following:

EXTENSION CERTIFICATES—"An Extension Certificate will be issued where the applicant desires to teach English and Citizenship to immigrants and to native illiterates when the applicant shall have discharged certain minimum requirements.

"Extension Certificates shall be of two kinds:

1. Temporary Extension Standard
2. Permanent Extension Standard

"1. **TEMPORARY EXTENSION STANDARD**—"This certificate is to be issued by the Superintendent of Public Instruction upon the request of the local or district superintendent under whose authority the applicant is to teach, and entitles the holder to teach English and Citizenship to immigrants and native illiterates in the designated county or district for a period of one year.

"Applicants for this form of certificate must hold a valid Standard Certificate to teach either the elementary or secondary field, or must have completed two years of post-secondary school education or its equivalent.

"This certificate may be renewed for a period of one year upon a rating of 'low' and evidence of the satisfactory completion of one semester hour of approved special preparation.

"2. **PERMANENT EXTENSION STANDARD**—"The issue of this certificate is dependent upon the possession of the qualifications as required by the Temporary Extension Standard Certificate or its equivalent, and in addition thereto, two semester hours of approved special preparation, one of which shall be in methods of teaching English to immigrants and the other of which shall be in citizenship and related social sciences, and in addition thereto, shall have had four years of teaching experience, two of which shall have been upon the Temporary Extension Standard Certificate."

F. Conclusion

Conscious of the need for a common tongue within the Commonwealth, for an effective assimilation of our isolated communities of foreign-born residents, for a universal functioning literacy in English, and for adequate preparation for an intelligent assumption of civic responsibility, the General Assembly of 1925 contributed much toward a program of integrative public education for social unity.

The General Assembly of 1937 has made a further significant contribution to these causes by the authorization of a State enumeration of aliens and of all who possess less than a functioning literacy in English. Their enactment stipulates that such an enumeration shall be taken in the year 1938, again in 1940, each successive fifth year thereafter, and oftener at the discretion of the State Superintendent of Public Instruction or any board of school directors.

The original purpose of the bill proposing this enumeration was to secure an annual enumeration of aliens and illiterates. The compromise made, due largely to the cost of the enumeration, while anticipating a quinquennial enumeration in the future, does make possible an annual enumeration if such information is desired. The specific objectives of the original bill were to ascertain the names and addresses of aliens and illiterates each year to facilitate the reduction of illiteracy and the assimilation of the foreign-born population within the Commonwealth. The present provision will disclose the number and location of aliens and illiterates at least when such enumerations are taken, and will serve as a periodic check on the progress made in reducing our illiteracy and in preparing and naturalizing our foreign-born residents, twenty-one years of age and over, who are not citizens of the United States.

A second contribution which this enumeration will make is that it emphasizes the need for a functioning literacy in English. Heretofore, public school officials have been dependent upon the reports of the Federal census taken once each decade. These reports gave no direct information as to illiteracy in English, any foreign-born resident able to read and write in his native tongue, although wholly illiterate in English, being classified as literate. More than this, the standards used by the Federal census for determining illiteracy represented an irreducible minimum. The General Assembly of 1937 states unmistakably that the Commonwealth of Pennsylvania cannot afford to tolerate in its residents less than a functioning literacy, that such literacy must be in English, and that it must be equivalent approximately to five years of schooling, which will insure an ability in all residents to speak, read, and write the English language readily.

In the development of the State program of English and citizenship classes during the past fifteen years, the effort to avoid special legislation in support of this program has been quite as great as that made to secure for our under-privileged and mal-adjusted immi-

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

grants and native illiterates, a proper share of free public instruction. These objectives have been based upon a definite philosophy of public education which maintains, among other tenets, that every resident of a school district contributes, either directly or indirectly, to the support of the local program of free public schooling and, therefore, has an inalienable right to a pro-rata share of the free public instruction so provided.

While special legislation and special State subsidy of this program might have increased its effectiveness, it is still believed that it is more important to establish literacy and citizenship preparation as a prime responsibility of public education. There remains, among other desirable legislation in support of this program, the definite need for a literacy-test-for-new-voters law within the Commonwealth. Such a bill was introduced in 1925, which disclosed the fact that the Constitution of the Commonwealth of Pennsylvania will have to be revised before such legislation is possible.



Handicrafts Exhibit

This exhibit of needlework, handicrafts, antiques, and heirlooms, is only one of many given by students of English and citizenship classes. Always of great interest to the public, these exhibits reflect the native talent and culture of our new arrivals and are significant of the cultural excellence which they are in a position to contribute to the social and moral fiber of America, if given the opportunity to do so.

V. CITIZENSHIP, NATURALIZATION PROCEDURE, AND IMMIGRATION POLICIES

The two means of attaining citizenship in the United States are by birth and naturalization. Due to the fact that the legislative requirements in naturalization, and even the interpretation of enactments bestowing citizenship by birth, are changed from time to time, the following section represents an effort to present, as briefly as possible, only those aspects of citizenship, naturalization, and immigration policy which are more or less of general and constant interest.

A. Citizenship by Birth

In consideration of citizenship in the United States attained by birth, one is concerned with two situations, (1) persons born in the United States, and (2) persons not born in the United States.

1. PERSONS BORN IN THE UNITED STATES—The Fourteenth Amendment to the Constitution of the United States represents the first effort to define the conditions under which an individual is eligible to citizenship in the United States by birth. The Fourteenth Amendment provides that "All persons born * * * in the United States and subject to the jurisdiction thereof are citizens of the United States * * *." The revised statutes provide that "All persons born in the United States and not subject to any foreign powers * * * are declared to be citizens of the United States."

Of these provisions, controversy has raged about the terms "all persons" and subject to the jurisdiction thereof." From the precedent set by court decisions, it has come to be recognized that while the Fourteenth Amendment was enacted primarily for the purpose of benefiting the Negro race, the term "all persons" employed therein automatically conferred the right of citizenship upon all persons in the United States and subject to its jurisdiction regardless of their color. The other term, "subject to its jurisdiction," has, through legal opinion, come to include all persons born in the United States except "children of diplomatic representatives, children of public enemies in hostile occupation of the United States, children born on foreign public vessels, and expatriated persons." (Constitutional Law by J. P. Hall).

2. PERSONS NOT BORN IN THE UNITED STATES—As to persons not born in the United States, one is concerned only casually with the citizenship implications of the Alaskan and Virgin Island Treaties and the adjustments of citizenship in the United States of residents of Hawaii and Porto Rico. The manifold situations arising in connection with other persons not born in the United States are of general interest, however.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

The Law now operative in this connection, generally known as Public Law No. 250 of the seventy-third Congress, and enacted on May twenty-four, 1934, provides:

Section 1993. Any child hereafter born out of the limits and jurisdiction of the United States, whose father or mother or both at the time of the birth of such child is a citizen of the United States; is declared to be a citizen of the United States; but the rights of citizenship shall not descend to any such child unless the citizen father or citizen mother, as the case may be, has resided in the United States previous to the birth of such child. In cases where one of the parents is an alien, the right of citizenship shall not descend unless the child comes to the United States and resides therein for at least five years continuously immediately previous to his eighteenth birthday, and unless, within six months after the child's twenty-first birthday, he or she shall take an oath of allegiance to the United States of America as prescribed by the Bureau of Naturalization."

In this connection also the Act of March 2, 1907, was amended to read as follows:

"Section 5. That a child born without the United States of alien parents shall be deemed a citizen of the United States by virtue of the naturalization of or resumption of American citizenship by the father or the mother: PROVIDED, That such naturalization or resumption shall take place during the minority of such child: AND PROVIDED FURTHER, That the citizenship of such minor child shall begin five years after the time such minor child begins to reside permanently in the United States."

In order to avoid confusion in the interpretation of the foregoing sections, General Order No. 211 of the United States Department of Labor was issued as an interpretation of the Act of 1934. This Order was as follows:

"Subject: Citizenship Act of May 24, 1934.

"By virtue of and pursuant to the authority vested in me under R. S. Sec. 161 (U. S. C. Ti. 5 Sec. 22) and other provisions of law, the following regulations interpreting 'An Act to amend the law relative to citizenship and naturalization, and for other purposes,' approved 12 noon May 24, 1934, Public No. 250, 73d Congress (Herein referred to as 'the Act', or as 'The Citizenship Act of 1934') are hereby prescribed for the guidance of the officers and employes of the Immigration and Naturalization Service:

"SECTION 1.

"(a) Section 1 of the Act provides that a child is a United States citizen at birth if—

- (1) he is born out of the limits and jurisdiction of the United States after 12 noon E. S. T. May 24, 1934; and

- (2) both his parents are at the time of the child's birth citizens of the United States; and
- (3) either one or both of his parents resided in the United States previous to the birth of the child.

“(b) Section 1 of the Act also provides that a child is a United States citizen at birth if—

- (1) he is born out of the limits and jurisdiction of the United States after 12 noon E. S. T. May 24, 1934; and
- (2) only one of his parents is at the time of the child's birth a citizen of the United States; and
- (3) such citizen parent resided in the United States previous to the birth of the child.

“But a child who acquires citizenship under this subsection (b) shall cease to be a citizen if and when he fails either—

- (1) to come to the United States on or prior to his thirteenth birthday; or
- (2) to reside in the United States for at least five years continuously immediately previous to the eighteenth birthday; or
- (3) to take an oath of allegiance to the United States of America (as prescribed by the immigration and naturalization service) within six months after his twenty-first birthday.

“SECTION 2.

“(a) Section 2 of the Act provides that a child is a United States Citizen if—

- (1) he was born out of the limits and jurisdiction of the United States at any time; and
- (2) both his parents were aliens at the time of the child's birth; and
- (3) one of his parents was naturalized or resumed United States citizenship before the child reached his twenty-first birthday; and
- (4) his permanent resident in the United States began and/or the parent's naturalization or resumption of citizenship occurred after 12 noon E. S. T. May 24, 1934; and
- (5) he begins to reside permanently in the United States before he reaches his sixteenth birthday; and
- (6) five years have elapsed since he began to reside permanently in the United States.

“(b) In addition to the provisions of the Citizenship Act of 1934, R. S. Sec. 2172 (U. S. C. Ti. 8 Sec. 7), (which has not been expressly repealed and only part of which has been repealed by implication) continues to operate and even after May 24, 1934, vests citizenship as follows:

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

(1) R. S. Sec. 2172 provides that a child is a United States Citizen if—

- (a) he did not prior to 12 noon E. S. T. May 24, 1934, acquire citizenship under R. S. 1993 (U. S. C. Ti. 8, Sec. 6) and is not a citizen under any other law including that stated in subsection (b) of Section 1 of this order; and
- (b) he was born abroad at any time; and
- (c) one parent was an alien at the time of the child's birth; and
- (d) the other parent was either an alien or a citizen at the time of the child's birth; and
- (e) the alien parent or both parents, if both were aliens, became naturalized before the child reached his twenty-first birthday; and
- (f) the child began to reside permanently in the United States at or subsequent to the time when the alien parent or both parents, if both were aliens, became naturalized.

(2) R. S. Sec. 2172 also provides that a child is a United States citizen if—

- (a) he was born abroad before 12 noon E. S. T., May 24, 1934; and
- (b) his father was an alien at the time of the child's birth; and
- (c) his mother was a citizen at 12 noon E. S. T., May 24, 1934, or at her death; and
- (d) his father became naturalized after 12 noon E. S. T., May 24, 1934, but before the child reached his twenty-first birthday; and
- (e) the child began to reside permanently in the United States before he reached his twenty-first birthday; and
- (f) the child resided permanently in the United States at or subsequent to the time when the father became naturalized."

From the foregoing, it is obvious that in the matter of citizenship by birth, race is not a significant determining factor but the date of birth is important. So also it will be seen that Order No. 211, immediately preceding, classifies any child born abroad after May 24, 1934, of an American father or mother, as an American citizen quite as much as though both parents were American citizens. Such a child retains this citizenship status but must reside in the United States for five years immediately prior to his eighteenth birthday and is required to take an oath of allegiance within a period of six months immediately following his twenty-first birthday.

B. Citizenship by Naturalization

Those who may become citizens of the United States by naturalization are subject to rigid statutory limitations. These legal regulations are born of the high purpose and conviction that citizenship in the United States of America is and should be considered as a sincere trust of vital rights, duties, and privileges by which the future of our Nation will be determined.

1. THOSE DEBARRED FROM CITIZENSHIP BY NATURALIZATION—The provision of the Act of 1882 that only "free white and persons of African nativity and descent" be admitted to citizenship by naturalization, has been construed on the basis of race rather than that of color. If the applicant for citizenship be of mixed races, his application may be accepted if his racial strain is predominately of a white race, of the African race, or of both.

Statutory regulations further restrict those who may become citizens of the United States by debarring from such privilege all guilty of acts of desertion from armed forces, all anarchists, all polygamists, and all persons unable to speak English, excepting those physically unable to do so, and those who, though unable to speak the English language, make homestead entries upon public lands.

Certain other classes are debarred from citizenship, such as those proved to be of bad moral character, those who avowedly do not believe in the Constitution of the United States, those who refuse to take the oath of allegiance, and those not sufficiently well informed about our government as evidenced in the naturalization examination.

2. THE FIRST REQUIREMENT IN THE NATURALIZATION PROCESS—The Certificate of Arrival—The first requirement in the naturalization process is that the alien possess a Certificate of Arrival.

Under the Act of 1906, a record of all alien arrivals was supposed to have been made at all ports of entry, but this provision was not complied with. Further legislation was enacted as a means of securing strict compliance with this provision. Since July 1, 1928, each alien has received a Certificate of Arrival which proves his legal entry, his port of entry, and the date thereof.

Without a Certificate of Arrival, an alien, while not necessarily exposed to deportation, finds great difficulty in securing naturalization papers, the display of such a certificate being a rigid requirement in connection with his Declaration of Intention described below. In cases in which the alien does not possess a Certificate of Arrival and if his arrival was prior to July 1, 1924, the Certificate of Arrival may be secured from the Immigration Officer in charge of the port of entry through which the alien arrived. If his arrival was subsequent to July 1, 1924, the certificate may be secured from the Central Office of the U. S. Department of Labor in Washington.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

The Act of March 2, 1929, which became effective on July 1 of that year, supplements the Act of 1906 and makes provisions whereby persons having no legal entry may now establish legal entry. Under these provisions, any alien

- (a) who entered the United States prior to June 3, 1921,
- (b) who has resided in the United States continuously since such entry,
- (c) who is a person of good moral character, and
- (d) who is not subject to deportation,

may be granted a Registry and a certificate validating his entry by the Commissioner General of Immigration.

After securing the Certificate of Registry, a Certificate of Arrival may then be obtained.

Certain aliens are not required to possess a Certificate of Arrival, including those who, in good faith, exercised the duties of citizenship prior to July 1, 1914, those who arrived before June 29, 1906, and those political and religious refugees who come under the protection of the provision of the Act of June 8, 1934.

3. THE SECOND REQUIREMENT IN THE NATURALIZATION PROCESS—The Declaration of Intention—The second requirement in the naturalization process is the Declaration of Intention, usually termed "The First Paper" (Form 2202LA).

In order to file a Declaration of Intention, the alien must be at least eighteen years of age, and he must first secure Form A-2213, fill it out completely, being careful to make no misstatements, and submit it to the clerk of the court or his authorized deputy. The Declaration of Intention (Form 2202LA) is then executed in which the alien declares on oath before the clerk or his deputy, his intention to become a citizen of the United States and to renounce his former allegiance, and gives a full description of himself, his entry, and his family. His Declaration of Intention is then filed.

In making his Declaration of Intention, the alien is required to display his Certificate of Arrival and to provide two standardized photographs of himself, two inches square in size, the distance from the top of the head to the chin being approximately one and one-fourth inches. These photographs must be on thin paper, unmounted, having a light background, showing a front view of the head of the applicant without hat, with adequate space at the top or bottom in which the applicant may sign his name, and being two and one-half inches square over all. One of these photographs is attached to the Declaration of Intention and forwarded to the Bureau of Naturalization and the other is attached to the Declaration issued to the declarant, and they must be taken within thirty days prior to the date upon which they are submitted. No educational requirement is exacted of the applicant, but the cost of filing the Declaration of Intention with the clerk of the court is \$2.50,

In the event that the Declaration of Intention becomes lost or destroyed, the declarant may secure a duplicate copy by forwarding to the District Director of Naturalization of the territory in which he resides, two signed photographs, and a Postal Money Order for \$1.

4. THE THIRD REQUIREMENT IN THE NATURALIZATION PROCESS—The Petition for Naturalization—The third requirement in the naturalization process is the Petition for Naturalization which must be filed not less than two years and not more than seven years after the filing of the Declaration of Intention.

Prior to filing the Petition for Naturalization, however, the petitioner must have had continuous residence within the United States for a period of at least five years and in the county in which he then resides for a period of at least six months immediately preceding the date of his petition. For legitimate purposes, however, he may be granted a breach in his five-year continuous residence within the boundaries of the United States, providing such absence is for less than six months. While absence from the United States for a period of time exceeding six months is considered a breach of continuous residence, if the extended absence does not exceed one year and satisfactory proof of a justifiable cause for not returning to the United States within the six-month limit is established, the breach may be waived. If, however, the alien remains outside of the boundaries of the United States for a period exceeding one year, his continuous residence is presumed to have been broken and he must begin anew on his five-year period of continuous residence.

By the Act of May 24, 1934, provision is made that where an alien husband has married an American citizen after noon, E. S. T., of May 24, 1934, such an alien may petition for citizenship after three years of continuous residence without a Declaration of Intention and without the required county residence, if he is otherwise eligible; and the same status and privilege is given to an alien woman who has married a citizen of the United States since that specific hour and day.

In petitioning for naturalization, the declarant must first file a preliminary Petition on Form A-2214, for which there is no charge. As in filing Form A-2213, photographs must accompany the preliminary petition.

In his Petition for Naturalization, the petitioner must further describe his personal entry and personal appearance, and his Declaration of Intention and his Certificate of Arrival must be attached before the Petition for Naturalization can be filed, this being under rigid regulation with no exceptions permitted.

Should the petitioner fail to file his Petition for Naturalization within the maximum period of seven years, he must begin anew by securing a new Certificate of Arrival and again filing his Declaration of Intention.

A preliminary hearing of the Petition for Naturalization is usually given before deputized naturalization examiners, although the sitting judge may assume this responsibility.

Soon after the petitioner has submitted Form A-2214, he is summoned to his preliminary hearing, together with two witnesses. His witnesses must be American citizens, and if citizens by naturalization, they must submit proof of their citizenship. Such witnesses are required to be persons of good moral character; to have known the applicant for at least five years, provided he has lived all of this time in the same county; and to have seen him repeatedly during this period. The witnesses must accompany the applicant to the preliminary hearing and must testify that they personally know the applicant to have been a resident of the United States for at least five years and of the county from which he comes for at least six months preceding.

In the event that the applicant has not lived for the full five-year period in the county in which he is filing his petition, this required residence in the United States must be proven before a naturalization examiner by oral testimony from two witnesses from each of his places of residence during the five-year period, or by the affidavits of two witnesses from each of such places.

5. THE FOURTH REQUIREMENT IN THE NATURALIZATION PROCESS—Oath of Allegiance—At any time after ninety days following the time of his first hearing, at which his Petition for Naturalization was filed, the petitioner may expect to be called for his final or court hearing, which period of waiting is definitely required by the naturalization law, with certain exceptions. Soon after the expiration of the ninety-day period, the applicant is required to appear in court and declare upon oath that he renounces his title and orders and will support and defend the Constitution and the laws of the United States against all enemies.

C. Repatriation

Provisions for reinstatement as an American citizen are contained in Section 3 of the Repatriation Act of March 3, 1931, quoted in the following: "Sec. 3. (a) Any person, born in the United States, who had established permanent residence in a foreign country prior to January 1, 1917, and who has heretofore lost his United States citizenship by becoming naturalized under the laws of such foreign country, may, if eligible to citizenship and if, prior to the enactment of this act, he has been admitted to the United States for permanent residence, be naturalized upon full and complete compliance with all of the requirements of the naturalization laws, with the following exceptions:

1. The five-year period of residence within the United States shall not be required;

2. The declaration of intention may be made at any time after admission to the United States, and the petition may be filed at any time after the expiration of six months following the declaration of intention.
3. If there is attached to the petition, at the time of filing, a certificate from a naturalization examiner stating that the petitioner has appeared before him for examination, the petition may be heard at any time after filing;

“(b) After naturalization such person shall have the same citizenship status as immediately preceding the loss of United States citizenship.”

D. Citizenship Status of Married Women

Following former diverse laws regulating the citizenship status of married women, the Cable Act of September 22, 1922, as amended on March 3, 1931, now provides that once an American citizen, a woman does not lose her citizenship status except through formal renunciation before an authorized court; and it further provides that such renunciation cannot be made in time of war, and if made within one year prior to the declaration of war, such renunciation is void.

The Cable Act originally provided that a woman citizen of the United States lost her citizenship through marrying a person ineligible for citizenship. The Amendment of 1931 provides for repatriation of those women who so lost their citizenship, or whose husbands lost their citizenship between September 22, 1922, and March 3, 1931, unless they have in the meantime acquired other citizenship by an affirmative act. Those having acquired other citizenship during this period, like other aliens, must conform to the established naturalization procedure. Those not having acquired other citizenship, however, may be repatriated through the regular naturalization process with the following advantages:

1. No Certificate of Arrival is required.
2. Residence requirements are waived.
3. The Petition for Naturalization need not aver intention of permanent residence in the United States.
4. The petition may be filed in any common court regardless of the residence of the petitioner.
5. If the petitioner has previously appeared before the naturalization examiner and if the examiner's certificate is attached to the petition when filed, the hearing may be held at any time thereafter.

Cable Act as Amended March 3, 1931.

Be it enacted, etc., That the right of any woman to become a naturalized citizen of the United States shall not be denied or abridged because of her sex or because she is a married woman.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

Sec. 2. That any woman who marries a citizen of the United States after the passage of this act, or any woman whose husband is naturalized after the passage of this act, shall not become a citizen of the United States by reason of such marriage or naturalization; but, if eligible to citizenship, she may be naturalized upon full and complete compliance with all requirements of the naturalization laws, with the following exceptions:

(a) No declaration of intention shall be required; (b) In lieu of the five-year period of residence within the United States and the one-year period of residence within the State or Territory where the naturalization court is held, she shall have resided continuously in the United States, Hawaii, Alaska, or Porto Rico for at least one year immediately preceding the filing of the petition.

Sec. 3. (a). A woman citizen of the United States shall not cease to be a citizen of the United States by reason of her marriage after this section, as amended, takes effect, unless she makes a formal renunciation of her citizenship before a court having jurisdiction over the naturalization of aliens.

(b). Any woman who before this section, as amended, takes effect, has lost her United States citizenship by residence abroad after marriage to an alien or by marriage to an alien ineligible to citizenship may, if she has not acquired any other nationality by affirmative act, be naturalized in the manner prescribed in section 4 of this act, as amended. Any woman who was a citizen of the United States at birth shall not be denied naturalization under Section 4 on account of her race.

(c). No woman shall be entitled to naturalization under section 4 of this act, as amended, if her United States citizenship originated solely by reason of her marriage to a citizen of the United States or by reason of the acquisition of United States citizenship by her husband.

Sec. 4. (a). A woman who has lost her United States citizenship by reason of her marriage to an alien eligible to citizenship or by reason of the loss of United States citizenship by her husband may, if eligible to citizenship and if she has not acquired any other nationality by affirmative act, be naturalized upon full and complete compliance with all requirements of the naturalization laws, with the following exceptions:

- (1). No declaration of intention and no certificate of arrival shall be required, and no period of residence within the United States or within the county where the petition is filed shall be required;
- (2). The petition need not set forth that it is the intention of the petitioner to reside permanently within the United States;

(3). The petition may be filed in any court having naturalization jurisdiction, regardless of the residence of the petitioner;

(4). If there is attached to the petition, at the time of filing, a certificate from a naturalization examiner stating that the petitioner has appeared before him for examination, the petition may be heard at any time after filing.

(b). After her naturalization such woman shall have the same citizenship status as if her marriage, or the loss of citizenship by her husband, as the case may be, had taken place after this section, as amended, takes effect.

(c). The amendment made by this section to section 4 of such act of September 22, 1922, shall not terminate citizenship acquired under such section 4 before such amendment.

Sec. 5. (Repealed by act of March 3, 1931.)

Sec. 6. That section 1994 of the Revised Statutes and section 4 of the Expatriation Act of 1907 are repealed. Such repeal shall not terminate citizenship acquired or retained under either of such sections nor restore citizenship lost under section 4 of the Expatriation Act of 1907.

Sec. 7. That section 3 of the Expatriation Act of 1907 is repealed. Such repeal shall not restore citizenship lost under such section nor terminate citizenship resumed under such section. A woman who has resumed under such section citizenship lost by marriage shall, upon the passage of this act, have for all purposes the same citizenship status as immediately preceding her marriage.

Act of Sept. 22, 1922 (42 Stat. 1021-2) as amended by the acts of July 3, 1930 (46 Stat. 854; U. S. C. Sup. iv, t. 8, secs. 9 and 369) and March 3, 1931 (Public 829, 71st Cong.).

E. Special Facts

1. Section 1 of the Fourteenth Amendment to the Constitution of the United States provides that "All persons born or naturalized in the United States, and subject to the jurisdiction thereof, are citizens of the United States and of the state wherein they reside."

2. The Supreme Court of the United States has ruled that the foregoing constitutional provision applies to all persons born in the United States and subject to the jurisdiction thereof, including the children of aliens who are racially ineligible for naturalization, except children so born to an ambassador or minister in the Foreign Diplomatic Service.

3. A single woman obtains citizenship just as a man does.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

4. Any alien woman who married a citizen of the United States prior to September 22, 1922, or whose husband was naturalized prior to that date, became a citizen through her husband.

5. On or subsequent to September 22, 1922, the naturalization of a man has not conferred citizenship upon his wife.

6. An alien widow whose husband had first papers two years old, and not more than seven years old, need take out second papers only.

7. Prior to May 24, 1934, all foreign-born minor children became citizens of the United States through the naturalization of their father, provided such children entered the United States, and their father was naturalized, prior to their reaching the age of twenty-one years.

8. Since May 24, 1934, children under twenty-one years of age have become citizens of the United States when their father or mother became naturalized, provided such children began their residence in the United States prior to reaching the age of sixteen years.

9. Certificates of citizenship for wives and children of citizens may be obtained after such persons are twenty-one years of age, and take the oath of allegiance. These certificates are not necessary, but often prove a great convenience to those possessing them in the event that certificates of citizenship of parents become lost.

10. World War veterans, until March 4, 1931, needed second papers only. Since the expiration of that period, the veteran has been required to proceed as any other alien.

11. Special regulations govern the naturalization of aliens falling within certain classifications, including certain exemptions. Information relative to the naturalization or citizenship status of any of the following groups may be secured by addressing the District Director of Immigration and Naturalization Service at Buffalo, New York, or at Gloucester City, New Jersey.

- a. Widow and minor children of deceased declarant.
- b. Wife and minor children of an insane declarant.
- c. Alien erroneously exercising rights of citizenship because of misinformation concerning his citizenship status.
- d. Alien serving in the armies of the United States prior to January 1, 1900.
- e. Filipinos.
- f. Alien or Puerto Rican in certain services of the United States.
- g. Alien honorably discharged from the United States Army or Navy or the Philippine Constabulary.

- h. Alien honorably discharged from the military or naval forces of the United States before the termination of the World War (July 2, 1921), on account of disability incurred in line of duty.
- i. Alien serving in the military or naval forces of the United States at the termination of the World War (July 2, 1921).
- j. Alien veterans of the World War serving after April 5, 1917, and before November 12, 1918.
- k. Alien veterans of the World War, racially ineligible under section 2169, Revised Statutes, serving after April 5, 1917, and before November 12, 1918.
- l. Alien woman whose husband is an alien. (Must comply with the conditions applicable to aliens generally.)
- m. Alien woman who married a citizen, or whose husband was naturalized, subsequent to September 22, 1922, and prior to 12 noon (E.S.T.) May 24, 1934.
- n. Alien (man or woman) who marries a citizen, or whose spouse is naturalized, subsequent to 12 noon (E.S.T.) May 24, 1934.
- o. Woman, who, prior to September 22, 1922, lost American citizenship by marriage to an alien; or through loss of United States citizenship by her husband; or by residence abroad after marriage to an alien.
- p. Woman (native-born citizen), who, prior to September 22, 1922, lost American citizenship by marriage to an alien, and whose marital status with such alien has or shall have terminated.
- q. Alien (man or woman) born in the United States and lost American citizenship by becoming naturalized in a foreign country prior to March 3, 1931.

12. In securing forms in connection with naturalization, these may be secured from clerks of courts having naturalization jurisdiction and from district directors of immigration and naturalization service, and should be ordered by form number and title as follows:

Form 2202LA—Declaration of Intention.

Form 2204LA—Petition for Citizenship.

Form A2213 —Application for Certificate of Arrival and Preliminary Form for Declaration of Intention.

Form A2214 —Application for Certificate of Arrival and Preliminary Form for Petition for Citizenship.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

- Form 2215 —Notice of Intention to Substitute Witnesses.
- Form 2400 —Application for Certificate of Arrival and Certificate of Derivative Citizenship.
- Form 2500 —Application for Special Certificate of Citizenship.
- Form 2600 —Application for New Naturalization Paper in Lieu of Lost, Mutilated, or Destroyed Original.
- Form 2600A —Application for a New Certificate of Citizenship Where Name Has Been Changed.
- Form 2605 —Application for Certification of
(1) A Certificate of Citizenship, and of
(2) A Naturalization Record.

F. Old Age Pension

Eligibility to old-age pension is directly contingent upon citizenship and residence. Under this Act, financial assistance may be granted only to the applicant who:

1. has attained the age of seventy or more years,
2. has been a citizen of the United States for at least fifteen years prior to making application for such assistance, and
3. has been a continuous resident in Pennsylvania for fifteen years.

G. Naturalization Fees

Naturalization fees, as established by the Act of April 19, 1934, are as follows:

- | | |
|--|--------|
| 1. For Certificate of Arrival | \$2.50 |
| 2. For filing or copy of Declaration of Intention | 2.50 |
| 3. For Petition for Naturalization and Certificate | 5.00 |
| 4. For duplicate copies of declaration or certificates | 1.00 |
| 5. For special certificates of citizenship | 5.00 |
| 6. For certificates of derivative citizenship | 5.00 |

Because of lack of space and the fact that the information is so seldom of use, certain facts relative to citizenship and naturalization, such as the status of widows and minor children of deceased declarants, the cancellation of citizenship certificates, and the law with regard to soldiers, sailors, and merchant marines, have not been included, but such information can be secured through any teacher of English and citizenship classes for immigrants and native illiterates or from the clerk of any naturalization court.

H. Directory of All Courts in Pennsylvania Having Jurisdiction in Naturalization

Under a recent redistricting of immigration and naturalization areas in Pennsylvania, all of Pennsylvania is under the jurisdiction of the District Director of Immigration and Naturalization with headquarters at the Government Station located at Gloucester City, New Jersey, with the exception of Erie, Crawford, Mercer, Warren, and McKean Counties, which are under the jurisdiction of the District Director at Buffalo, New York.

Sub-offices are located in the old Post Office Building and in the new Customs House at Philadelphia; in the new Post Office Building at Pittsburgh; the new Post Office Building at Wilkes-Barre; and in the new Federal Court House and Post Office Building at Lewisburg, Pennsylvania. The offices in the new Customs House at Philadelphia, and those located at Wilkes-Barre and Lewisburg are concerned principally with immigration matters.

The sub-office in the old Post Office Building at Philadelphia is concerned entirely with naturalization matters and is under the supervision of the Assistant District Director, who handles all naturalization cases in that portion of Pennsylvania lying east of the counties of McKean, Elk, Clearfield, Blair, Bedford, and Fulton.

The office at Pittsburgh is under the supervision of a Divisional Director at that point and handles all immigration and naturalization cases in a division which includes those counties of Cameron, Clinton, Centre, Huntingdon, and Franklin, except, of course, the five counties already mentioned as being in the Buffalo District.

For the information of teachers of English and citizenship classes for immigrants, the following directory of naturalization courts in Pennsylvania is included, giving the city, County, and district headquarters.

City	County	District Headquarters
Allentown	Lehigh	Gloucester City, N. J.
Beaver	Beaver	"
Bedford	Bedford	"
Bellefonte	Centre	"
Bloomsburg	Columbia	"
Brookville	Jefferson	"
Butler	Butler	"
Carlisle	Cumberland	"
Chambersburg	Franklin	"
Clarion	Clarion	"
Clearfield	Clearfield	"
Coudersport	Potter	"
Danville	Montour	"
*Doylestown	Bucks	"
Easton	Northampton	"

* Relinquished jurisdiction on August 3, 1931.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

City	County	District Headquarters
Ebensburg	Cambria	"
Emporium	Cameron	"
Erie	Erie	Buffalo, N. Y.
Franklin	Venango	Gloucester City, N. J.
Gettysburg	Adams	"
Greensburg	Westmoreland	"
Harrisburg	Dauphin	"
Hollidaysburg	Blair	"
Honesdale	Wayne	"
Huntingdon	Huntingdon	"
Indiana	Indiana	"
Kittanning	Armstrong	"
Lancaster	Lancaster	"
Laporte	Sullivan	"
Lebanon	Lebanon	"
Lewisburg	Union	"
Lewistown	Mifflin	"
Lock Haven	Clinton	"
McConnellsburg	Fulton	"
Mauch Chunk	Carbon	"
Meadville	Crawford	Buffalo, N. Y.
Media	Delaware	Gloucester City, N. J.
Mercer	Mercer	Buffalo, N. Y.
† Middleburg	Snyder	Gloucester City, N. J.
Mifflintown	Juniata	"
Milford	Pike	"
Montrose	Susquehanna	"
New Bloomfield	Perry	"
New Castle	Lawrence	"
Norristown	Montgomery	Gloucester City, N. J.
Philadelphia	Philadelphia	"
Pittsburgh	Allegheny	"
Pottsville	Schuylkill	"
Reading	Berks	"
Ridgway	Elk	"
Scranton	Lackawanna	"
Smethport	McKean	Buffalo, N. Y.
Somerset	Somerset	Gloucester City, N. J.
Stroudsburg	Monroe	"
Sunbury	Northumberland	"
Tionesta	Forest	"
Towanda	Bradford	"
Tunkhannock	Wyoming	"
Uniontown	Fayette	"

† Relinquished jurisdiction on December 1, 1934.

City	County	District Headquarters
Warren	Warren	Buffalo, N. Y.
Washington	Washington	Gloucester City, N. J.
Waynesburg	Greene	"
Wellsboro	Tioga	"
West Chester	Chester	"
Wilkes-Barre	Luzerne	"
Williamsport	Lycoming	"
York	York	"

I. National Origin Immigration Quotas (President's Proclamation of April 28, 1938.)

The following supersedes the President's proclamation of June 16, 1933, No. 2448:

Whereas the Acting Secretary of State, the Secretary of Commerce, and the Secretary of Labor have reported to the President that pursuant to the duty imposed and the authority conferred upon them in and by sections 11 and 12 of the Immigration Act approved May 26, 1924 (43 Stat. 161), they jointly have made the revision provided for in section 12 of the said act and have fixed the quota of each respective nationality in accordance therewith to be as hereinafter set forth:

Now, therefore, I, Franklin D. Roosevelt, President of the United States of America, acting under and by virtue of the power in me vested by the aforesaid act of Congress, do hereby proclaim and make known that the annual quota of each nationality effective for the remainder of the fiscal year ending June 30, 1938, and for each fiscal year thereafter, has been determined in accordance with the law to be, and shall be, as follows:

Country or area	Quota	Country or area	Quota
Afghanistan	100	Germany	27,370
Albania	100	Great Britain and Northern Ire-	
Andorra	100	land	65,721
Arabian peninsula (except Mus-		Greece	307
cat, Aden Settlement and Pro-		Hungary	869
tectorate, and Saudi Arabia) ..	100	Iceland	100
Australia (including Tasmania,		India	100
Papua, and all islands apper-		Iran	100
taining to Australia)	100	Iraq	100
Belgium	1,304	Ireland (Eire)	17,853
Bhutan	100	Italy	5,802
Bulgaria	100	Japan	100
Cameroons (British mandate)....	100	Latvia	236
Cameroon (French mandate) ...	100	Liberia	100
China	100	Leichtenstein	100
Czechoslovakia	2,874	Lithuania	386
Danzig, Free City of	100	Luxemburg	100
Denmark	1,181	Monaco	100
Egypt	100	Morocco (French and Spanish	
Estonia	116	zones and Tangier)	100
Ethiopia (Abyssinia)	100	Muscat (Oman)	100
Finland	569	Nauru (British mandate)	100
France	3,086		

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

Country or area	Quota	Country or area	Quota
Nepal	100	South Africa, Union of	100
Netherlands	3,153	South-West Africa (mandate of the Union of South Africa) ..	100
New Guinea, Territory of (including appertaining islands) (Australian mandate)	100	Spain	252
New Zealand	100	Sweden	3,314
Norway	2,377	Switzerland	1,707
Palestine (with Trans-Jordan) (British mandate)	100	Syria and the Lebanon (French mandate)	123
Poland	6,524	Tanganyika Territory (British mandate)	100
Portugal	440	Togoland (British mandate)	100
Ruanda and Urundi (Belgium mandate)	100	Togoland (French mandate)	100
Rumania	377	Turkey	226
Samoa, Western (mandate of New Zealand)	100	Union of Soviet Socialist Republics	2,712
San Marino	100	Yap and other Pacific islands under Japanese mandate	100
Saudi Arabia	100	Yugoslavia	845
Siam	100		

The immigration quotas assigned to the various countries and the quota areas are designed solely for purposes of compliance with the pertinent provisions of the Immigration Act of 1924 and are not to be regarded as having any significance extraneous to this object.

This proclamation shall take effect immediately, and shall supersede Proclamation No. 2048 of June 16, 1933.

In witness whereof, I have hereunto set my hand and caused the seal of the United States to be affixed.

Done at the City of Washington this 28th day of April, in the year of our Lord nineteen hundred and thirty-eight, and of the Independence of the United States of America the one hundred and sixty-second.



Evening School Chorus of Italian Mothers

Group singing of American and native national airs often discloses, in immigrant education classes, unusual talent in music. The development of this chorus of Italian mothers suggests only one of the many cultural possibilities of the English and citizenship class. The deep cultural appreciation of the average immigrant for beauty, in the form of either art or music, is a matter of envy to the average American citizen.

VI. SOME NEEDED DEVELOPMENTS

In the further development of our State program of English and citizenship classes for immigrants and native illiterates, the splendid vision and support of a limited number of our public school officials will have to be recognized and duplicated by scores of others charged with the responsibilities of public schooling, who have not as yet seen clearly the social responsibility of public education. From the foregoing section on legislative provisions for English and citizenship classes, it is apparent that our legislators have cleared the way for public school officials to assume these responsibilities with every desirable authorization and support.

In spite of the broad social consciousness of the members of our General Assembly, reflected in their legislative enactments, the problems of further reducing illiteracy within the Commonwealth, and of effecting a more genuine assimilation of our foreign-born population, are confronted by certain needed developments if the objectives of the program are to be attained in a significant measure.

While present provisions of our School Laws have opened the way for an effective state-wide program of literacy and citizenship classes, in many urban areas where the need is urgent, little attention has been given to those desiring and requesting instruction in English and citizenship. In our smaller boroughs and rural areas, there remain thousands of immigrants and native illiterates needing and desiring English and citizenship instruction, but who are denied these opportunities because the number in any given district or community is so small that the organization of formal class work has seemed to be prohibitively expensive.

Throughout the Commonwealth interest on the part of immigrants and native illiterates has at times lagged because we have not yet reached the point where literacy and civic education are required of all voters. More than this, too often the immigrant who has spent two or more years of conscientious study in English and citizenship classes stands side by side in the naturalization court with his neighbor who has attended no school and knows but little English and less of the purposes and problems of our government, only to find that his neighbor, who takes lightly the rights and the responsibilities of citizenship, has equal or even higher standing as a petitioner for naturalization.

From these and other difficulties arise the need for certain developments to correct such a condition and to overcome such obstacles, chief among which are the following:

A. Teacher Education and Leadership Preparation

One outstanding need, basic and urgent in the State program of English and citizenship preparation for immigrants and native illiterates, is the development of an adequate program of teacher education and leadership preparation.

PROGRAM OF LITERACY AND CITIZENSHIP EDUCATION

Experience has shown that in special fields, such as the teaching of English and citizenship to immigrants and native illiterates, the organization and administration of such programs is difficult. The financial rewards for such service, necessarily of a part-time nature in smaller communities, are too often too small to justify a teacher in attempting to secure the broad and highly specialized preparation for this service. County and local institutes help materially, but they cannot be made to serve as the warp of a leadership preparation program. Centralized, comprehensive courses of preparation are too often too far removed from too many of such teachers—teachers who, for the greater part, need such preparation most.

The content of such preparation courses presumes a foundation preparation in English and in the social sciences. To these are added the equivalent of a major university course in methods of teaching modern languages adapted to the teaching of English to immigrants, and a parallel course in content and methods of citizenship preparation for immigrants and native Americans. A comprehensive knowledge of comparative world governments should be included. World history and racial backgrounds, including customs, prejudices, and language characteristics, are necessary. Social service and case work must be included. An intimate knowledge of existing agencies and their available contributions must be acquired. Health, housing, and labor problems must be understood. Details of the naturalization procedure must be known. Immigration policies and problems must be understood. A large body of information must be acquired as to current social, economic, and political issues. A mastery of group-work techniques to facilitate group discussion, must be acquired. All of these and their manifold ramifications, requiring months and months of intensive application, are essential to the thorough preparation of the teacher and leader in English and citizenship classes. And even when such a course of preparation is well rounded out, only a part of such teachers and leaders can be reached even through teacher preparation extension.

Of this we may be reasonably certain—the future development and success of the State program of English and citizenship classes depends largely upon the quality of the leadership provided. The authorization of a special curriculum in adult education for the Shippensburg State Teachers College will provide for this field of service professional leadership of a high order, and will tend to develop certain ways and means to reach all teachers and leaders in the field of English and citizenship preparation by some type of organization of a state-wide preparation program under its jurisdiction.

Whether the answer lies in the establishment of two or three or more preparation centers within the Commonwealth under the jurisdiction of the Shippensburg State Teachers College; whether it lies in the development of a coordinated program of teacher preparation extension service; whether it lies in the development of a system of

leadership preparation by correspondence instruction, or whether it lies in a combination of all three of these possibilities, remains to be seen.

Given a proper use of the facts being gathered through the State enumeration of aliens and illiterates, the demand for well-prepared teachers and leaders in this field of service should increase significantly. The problem of developing an effective state-wide program of leadership preparation for this field, which will make adequate preparation facilities reasonably available to all school districts and which will also serve the occasional part-time teacher and leader in our more remote school districts, is quite as difficult as it is urgent.

B. Immigrant Arrival and Destination Information

A second need in the reduction of illiteracy and the assimilation of our foreign-born population is for reliable information as to new arrivals and their destinations. Our first State enumeration of aliens and illiterates, now being taken, will furnish public school officials with information as to who these people are and where they live, and will greatly facilitate contacts with them in recruiting enrollees in English and citizenship classes. In spite of our restricted immigration, on the basis of national origin immigration quotas, however, many immigrants, wholly non-English-speaking and almost wholly illiterate in English, arrive each year.

Immigration policies require, among many other items, definite information as to the destination of all immigrant arrivals. If our states and the Federal Government were to cooperate properly, it would be readily possible to have, without undue expense, at each port of entry, an official charged with the responsibility of tabulating the name, nationality, and point of destination of all new arrivals.

This information could and should be forwarded immediately to the State school officials concerned, who in turn would forward such information to local public school officials, giving them promptly the information needed for an early contact of the new arrival, instead of permitting him to arrive and remain for months slowly becoming inured to the isolation and handicaps of a non-English-speaking community, and each successive month becoming more and more withdrawn from an understanding of and participation in American life, and at the same time steadily becoming more difficult to reach.

Such a cooperative plan for securing and distributing information as to immigrant arrivals and destinations was operated many years ago with pronounced success. The reestablishment of such a service would assist materially in the further development of our program to reach and give our foreign-born residents a ready command of our language and customs and an essential knowledge of our plan of government, our purposes, and our problems.

C. A Literacy Test for New Voters

A third vital need in Pennsylvania is for a literacy-test-for-new voters' law, requiring a functioning literacy in English in all new voters whether the acquisition of citizenship is by birth and attainment of majority or by naturalization. Such an enactment, however, would require an amendment to the Constitution of the Commonwealth of Pennsylvania. A bill proposing a literacy test for all new voters was introduced in the General Assembly of 1925, but was declared to be unconstitutional because of the provisions of Section 5 of Article 1, which provide that "Election shall be free and equal; and no power, civil or military, shall at any time interfere to prevent the free exercise of the right of suffrage."

It is to be hoped that a constitutional convention, recently repeatedly proposed, eventually will become a reality, and that the revisions of this instrument will include literacy and citizenship preparation requirements for the granting and assumption of citizenship within the Commonwealth, and that these requirements will be sufficiently exacting to insure a safely intelligent popular direction and determination of our destiny.

D. Naturalization Accrediment of Public School Credentials

A fourth needed development, which would add materially to interest and enrolment in public school classes in English and citizenship, is a proper recognition of public school credentials for all declarants and petitioners, as to class work completed by them in the fields of English and citizenship education.

While in the determination of educational qualifications of petitioners for the purpose of awarding citizenship papers, the judges of the courts are a law unto themselves, an agreed-upon procedure, whereby the credentials of approved English and citizenship classes would be accepted in lieu of the formal questioning of the examiner, would induce additional thousands of illiterates to enroll in such classes as a procedure more certain of success for them, and automatically would result in vastly greater thoroughness of preparation and an equally greater fitness, on the part of petitioners, for the duties and privileges of the citizenship they are about to assume.

Our present procedure in naturalization examinations recognizes neither minimum standards nor uniformity in exacting educational requirements of petitioners. Some judges maintain that they have no authority, under the law, to delegate to other agencies, the responsibility of ascertaining such educational preparation in candidates, nor the power to invest other individuals with the right of passing upon such qualifications. Many other judges, however, regularly recognize the public school certificate as a guarantee of adequate preparation in English and citizenship and, except for required interrogation and a few questions of relatively minor im-

portance, excuse the petitioners possessing such credentials from further proof of their educational qualifications for citizenship.

It would strongly tend to stabilize and dignify both our naturalization procedure and our program of English and citizenship class work if definite minimum standards as to educational qualifications for citizenship could be determined and approved, and if the certificates of qualification issued by approved English and citizenship classes would be accepted at face value by naturalization examiners and judges.

The establishment of such a cooperative arrangement between the courts and the public schools would be a guarantee to all students of such classes of a successful final hearing, would increase our present class enrolment by thousands, and, most important of all, would establish minimum standards of civic education for citizenship in the United States and safeguard the future American ballot from ignorance, prejudice, intolerance, and exploitation.

E. Correspondence Instruction in English and Citizenship

As in the preparation of teachers, so also in the matter of reaching immigrants and native illiterates we find that in certain areas the demand for classes in English and citizenship is so small that the organization and maintenance of such classes become prohibitively expensive. The only apparent means of providing for such persons adequate opportunities for acquiring a knowledge of the English language, and of the rights and duties of American citizenship, seems to lie in the development of correspondence courses in these fields to be used for home-study purposes by certain immigrants and native illiterates.

Admitting the difficulties of learning to speak English by correspondence, only rarely will it be impossible for a non-English-speaking immigrant to find a neighbor or friend who will not give him aid in the pronunciation of English words. Given instruction in the pronunciation of English, the matter of learning English by means of correspondence courses is only a question of personal application.

More than this, the major problem is to be found in reaching and teaching English-speaking immigrants and native illiterates who already possess a working command of the pronunciation of English words. For large numbers of these living in more remote localities, the use of correspondence courses in learning to read and write the English language is most feasible.

The experience of the Australian Government in correspondence instruction shows that a child may be given effective instruction from the first grade through to graduate work in the university by the exclusive use of correspondence courses. Many college graduates of that continent, and many others at this time possessing a doctor's degree, have never attended either school or college, but have been dependent from childhood upon correspondence instruction as a means of securing an education.

While deprived of the advantages of group discussion, of class journeys, and of the counseling and inspiration of a capable leader, the immigrant or native illiterate pursuing correspondence courses in citizenship preparation can become thoroughly acquainted with our organization and machinery of government, with our Federal and State legislation, and with all of the problems of democracy with which we are now confronted, if given such opportunities through correspondence instruction for home study. Indeed, this seems to be the only answer to the problem of reaching the thousands of rather isolated immigrants and native illiterates who need and would take advantage of such educational opportunities if they were but provided as a part of the State program of public instruction.

F. A Proper Coordination of Existing Agencies

A sixth development which would greatly facilitate the reduction of illiteracy in English and the assimilation of our foreign-born population, is a proper coordination of existing agencies, including not only those interested in educational service, but those having a social, civic, or welfare purpose as well.

Administratively, the coordination of our varied educational services should be of first consideration. An adequate provision of public school facilities, proper local supervision of work, and the enlistment of the public library in providing racial book shelves of native literature and of adapted works in English for supplementary reading, should be considered essentials in any program.

A proper adjustment counseling service will employ the services of State and Federal employment offices, public welfare and relief agencies, and free clinic and legal aid service. Likewise, entree to museums, zoos, parks, industrial establishments, city and borough council meetings, meetings of boards of school directors, and like centers of interest should be recognized as a part of a concerted effort.

The services of yet other agencies, such as parent-teacher associations, churches, chambers of commerce and industrial organizations, the naturalization courts, and the American Legion and patriotic organizations generally, should be enlisted in a dignified understanding of and assistance in a thorough-going program.

In the organization of the local public school system, and particularly in the office of the county superintendent of schools, one assistant, on full-time, if justifiable, should be charged with the responsibility of over-seeing and directing the development of the program and of coordinating all agencies of the county, city, or borough which have an interest in or a contribution to make to the work of English and citizenship classes.

In the effective organization of this type of service, definite assignment of responsibility is of prime importance. An assistant superintendent, or a supervisor, definitely charged with responsibil-

ity for the best interests of the work, and a single individual definitely charged with responsibility for providing assistance in making out the declaration of intention; in following through with a helping hand to the successful completion of the petition for naturalization; and in assisting in the solution of the many problems arising in connection with immigration problems, certificates of arrival, certificates of birth, citizenship status, and like matters, is indispensable to an effective adjustment service for these groups.

The efficiency of the adjustment service rendered immigrants and native illiterates will, in each case, vary directly as the extent to which the service rendered meets every adjustment need of our newcomers and our educationally under-privileged Americans. A proper coordination of the services of such agencies, combined with the definite assignment of responsibility to a single individual, should employ the manifold services of an educational, recreational, and social nature immediately available in most communities, or attainable in adjoining districts.

G. Conclusion

In the foregoing suggestions as to needed developments, it is not anticipated that any or all of these can or should be made at once. As objectives toward which to work, they are important, however.

A literacy test for new voters, of rather exacting requirements, has been required in the State of New York for many years, and nearly twenty other states have literacy requirements for citizenship, of one kind or another.

A greater interest on the part of public school officials will give formal recognition of English and citizenship class work by means of dignified certificates of achievement, promotional exercises, graduation exercises, and the bestowal of artistic diplomas formally attested to and bearing impressive gold seals.

Granting the splendid work that parent-teacher associations are doing in so many communities, the fact remains that those parents who most need the benefits to be derived from such meetings are invariably the most difficult to reach. The native illiterate and particularly the isolated foreign-born mother, restricted by racial customs and too often handicapped by inability to speak, read, and write the English language, are in need of the services to be rendered by parent-teachers organizations. It seems not too much to say that our indifference to the problems of our foreign-born parents, combined with our compulsory attendance of their children at English-speaking schools, has disastrously broken the bonds of parental control in many of the homes of our foreign-born. Parent-teacher associations throughout the Commonwealth would do well to establish a well-planned program in which concerted effort would be made to reach the fathers and mothers in under-privileged homes in which their constructive services would be most helpful. Until

such a program is attempted, it seems certain that in our parent-teacher association meetings, the larger group of parents most in need of the assistance of such organizations, will continue to be absent.

So also, a proper coordination of existing agencies will enlist the interest of the community council and other agencies in such matters as folk dancing, folk festivals, pageants, and exhibits, by means of which the talents of our foreign-born residents can be brought to public attention, and the contributions which these newcomers are prepared to give can be secured for our definite mutual advantage.

From either the positive or the negative viewpoint of social well-being, the reduction of illiteracy and citizenship preparation for social unity seem prime requirements in a democratic order. Unity of purpose and effort can come only through mutual understanding born of a broadened knowledge, open-mindedness, and tolerance. Mutual understanding in the Commonwealth of Pennsylvania depends upon a common tongue, literacy in English, and a free exchange of thought. The question of enriching adult lives in the finer appreciations and joys of living, through literacy, social, and cultural opportunities, is alone sufficient justification for the program.

From the negative or remedial point of view, teachers should realize that the incidental education of home environment is the dominating factor in every child's life, and that the dwarfing effect of illiterate or crude or anti-social parenthood marks such children indelibly generation after generation down through posterity. Teachers, leaders, pastors, social workers, and citizens should recognize in the State system of English and citizenship classes, a clear-cut program of preventive education with all of its implications for crime, delinquency, poverty, radicalism, and general social incompetency. Such realization and recognition should lead to greater interest and effort, and to a more adequate local support of the State program of English and citizenship classes for immigrants and native illiterates.

The attention of teachers and leaders is directed to the Department bulletin on "Organization and Administration of Extension Centers, Schools, and Classes," with its many suggestions for continued education of immigrants and native illiterates beyond the English and citizenship classes specifically provided for them. From the viewpoint of home study as a means of continued self-improvement for immigrants and native illiterates, teachers and leaders should have available the sources listed in the Department bulletin on "Directed Correspondence Study in the Field of Secondary Education."

Those desiring further information regarding the illiteracy, non-English-speaking, and alien problems of Pennsylvania, and the State program of English and citizenship classes for immigrants and native illiterates, should address A. W. Castle, Chief, the Division of Extension Education, Bureau of Instruction, State Department of Public Instruction, Harrisburg.

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